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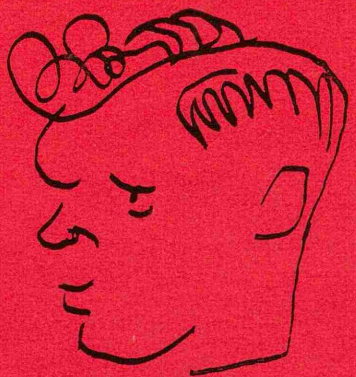

1962 CONFERENCE EDITION
ÉDITION DE LA CONFÉRENCE 1962

The President and the National Council of the Community Planning Association of Canada wish all the members of the Association a very prosperous and happy New Year.

Le Président et le Conseil National de l'Association Canadienne d'Urbanisme offrent aux membres de l'Association leurs meilleurs voeux des Fêtes et leur souhaitent bonheur et prospérité pour le Nouvel An.

COMMUNITY PLANNING REVIEW
REVUE CANADIENNE D'URBANISME

VOLUME XII NUMBER 4

COMMUNITY PLANNING ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME

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PANDA

SIX OBJECTIVES FOR CPAC

SIX OBJECTIFS DE L'ACU

F. Joseph Cornish, Q.C.
President CPAC
Président L'ACU

F. Joseph Cornish, Q.C. of Toronto was elected National President of CPAC at the Council meeting following the Annual General Meeting in Edmonton on September 26. In the following statement he outlines six objectives for the Association in the coming year.

It is a great pleasure, as well as an honour, to be elected to the Presidency of our Association at a time of great expansion and of widespread enthusiasm from coast to coast, and I welcome this opportunity of telling you the causes I intend to champion during the coming year.

Firstly, as our annual National Planning Conference is being held in Quebec City, it will be particularly appropriate to do everything possible to encourage the expansion of our Quebec Division. We will be aided in doing this by Jacques Simard, Michel Chevalier, Charles Langlois and Alex Thomson, all of whom sit on our National Council. Their efforts will be ably assisted by the Executive Secretary of the Quebec Division, Colonel John Edmond Pinault.

Secondly, I intend to foster interest in our work among university and high school students. This cannot be accomplished overnight; the first step must be to convince educators at university and high school levels, government officials,

C'est pour moi un plaisir aussi bien qu'un honneur d'être élu à la présidence de notre Association à un moment de grande expansion et d'enthousiasme général d'un océan à l'autre, et je profite de cette occasion pour vous faire part des causes dont je projette de me faire le champion au cours de l'année qui s'en vient.

Premièrement, étant donné que notre Conférence nationale d'urbanisme se tiendra dans la cité de Québec, il sera particulièrement approprié de faire tout ce qui est possible pour encourager l'expansion de notre division de Québec. Nous serons appuyés dans cet effort par messieurs Jacques Simard, Michel Chevalier, Charles Langlois et Alex Thomson, qui sont tous membres de notre Conseil national. Leurs efforts seront secondés adroitement par le secrétaire exécutif de la division de Québec, le colonel Jean Edmond Pinault.

Deuxièmement, je projette de soulever l'intérêt dans nos travaux parmi les étudiants universitaires et d'écoles secondaires. Ceci ne peut pas être réalisé en un tournemain et le premier pas doit être de convaincre les éducateurs au niveau universitaire et

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school board members and P.T.A. organizations as to the importance of making young people aware of their urban environment and its possibilities, and giving them a broad outline of the planning process. The younger generation will be invited to attend and participate in the Quebec Conference.

Thirdly, the very valuable contribution from the Ontario Division "Looking Forward with CPAC" was considered by the National Council in Edmonton and approved in principle. A Committee consisting of Messrs. Jacques Simard, Michel Chevalier and R. L. Dunsmore was appointed as a Regional Planning Committee to institute a national programme for the Association on regional planning; a second committee consisting of L. G. Grimble and P. R. U. Stratton was appointed as an Implementation Committee to consider ways of putting other proposals from the Ontario report into effect.

Fourthly, an extensive revision of our constitution is now being studied by our recently appointed Constitution Committee which consists of our Vice-President, Professor R. Graham Murray and Mr. Gordon Black. It is hoped that many procedural difficulties will be eliminated by the adoption of their recommendation. More important still, it is hoped that the changes will facilitate grants from Foundations.

Fifthly, our great expansion in membership and programme requires greater revenue. I intend in the coming year to approach various Foundations for assistance. Success in this direction only comes after lengthy and careful preparation; no disappointment should be felt if funds from such sources are not available before several years have elapsed.

Sixthly, I intend to prepare a history of our Association. Already memories of the early years are beginning to fade and no time must be lost in recording the activities of our organization since 1946. It is hoped that this will be published in French and English and distributed at our next Annual Conference in Quebec City.

I intend to give unstintingly of my time and energies to promoting the advancement of our Association in the coming year. I invite all our officers, members and staff to do likewise.

de l'enseignement supérieur, les représentants gouvernementaux, les membres des commissions scolaires et les associations de Parents-Instituteurs eu égard à l'importance d'éveiller chez les jeunes gens le souci de leur environnement urbain et de ses possibilités, et de leur donner un aperçu général de l'urbanisme. On invitera notre jeune génération à assister et à participer à la Conférence de Québec.

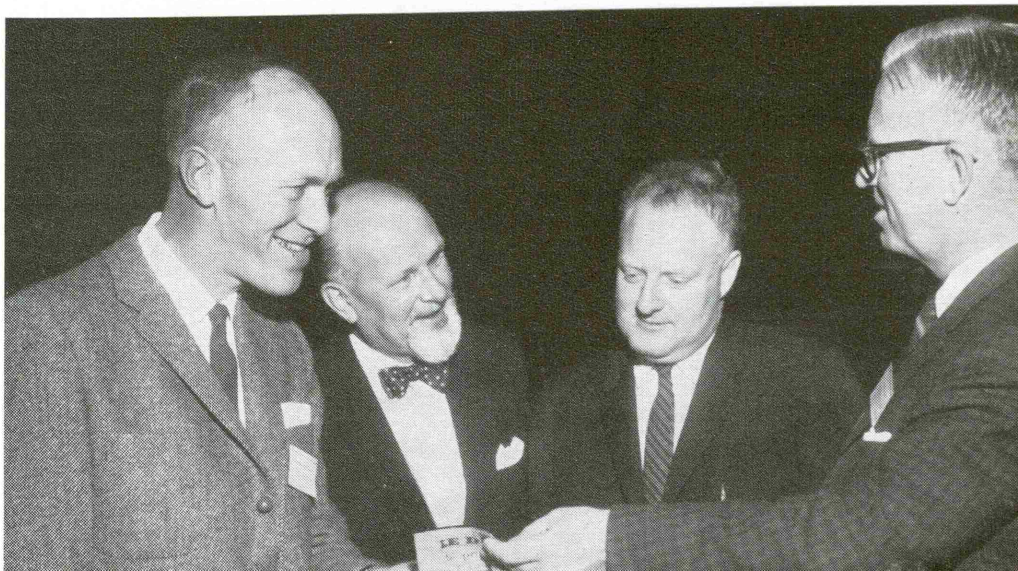
Troisièmement, la contribution très valable de la division de l'Ontario "Looking Forward with CPAC" a été étudiée par le Conseil national à Edmonton et approuvée en principe. Un comité consistant de messieurs Jacques Simard, Michel Chevalier et R.-L. Dunsmore, fut nommé comme comité régional d'urbanisme afin d'instituer un programme national pour l'Association sur le planning régional; un second comité consistant en messieurs L.-G. Grimble et P.-R.-U. Stratton fut nommé comme comité de mise en oeuvre afin de considérer comment les autres propositions du rapport de l'Ontario pourraient être mises à effet.

Quatrièmement, une révision étendue de notre constitution est présentement à l'étude par notre comité de la constitution nommé récemment, lequel consiste en notre vice-président, le professeur R. Graham Murray et monsieur Gordon Black. On espère que plusieurs difficultés de procédure seront éliminées par l'adoption de leurs recommandations. Plus important encore, il est espéré que les changements faciliteront les octrois faits par les fondations.

Cinquièmement, notre grand accroissement du nombre de membres et du programme exige de plus vastes revenus. Je projette au cours de l'année à venir de solliciter l'aide de diverses fondations. Il n'est possible de réaliser de succès dans ce sens qu'après une longue préparation soignée; il ne faut pas être désappointé si les fonds provenant de ces sources ne sont pas disponibles avant plusieurs années.

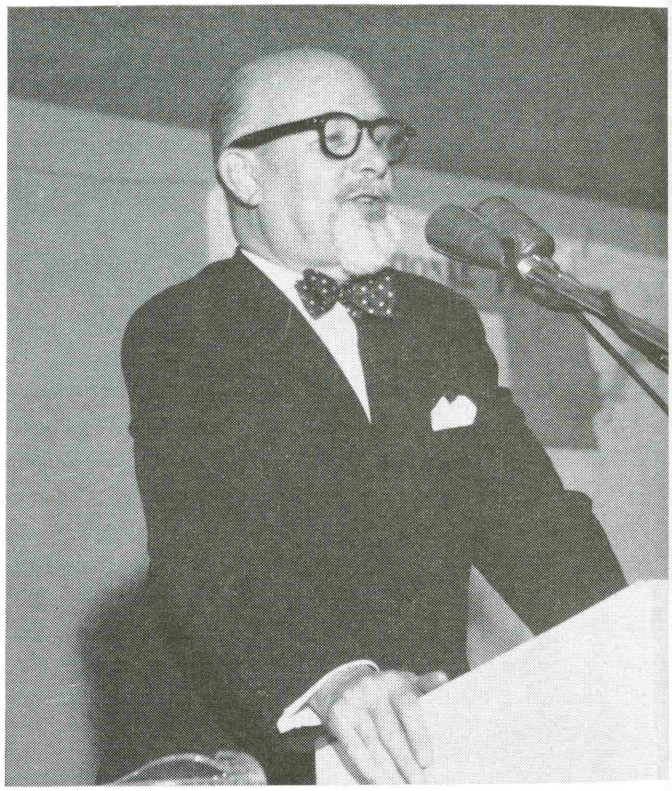
Sixièmement, je projette de préparer une historique de notre Association. Déjà les souvenirs des jeunes années commencent à s'effacer et il ne faut perdre aucun temps dans l'enregistrement de l'activité de notre organisme depuis 1946. Nous espérons publier ce texte en français et en anglais, et le distribuer lors de notre prochaine Conférence annuelle dans la cité de Québec.

Je projette de consacrer tout mon temps et tous mes efforts à encourager l'avancement de notre Association au cours de l'année à venir. J'inviterais tous nos officiers, nos membres et notre personnel à faire de même.



Four members of the new Executive of the National Council of CPAC at the President's reception which closed the Conference. From left to right: R. Graham Murray, Q.C., Vice-President; Jacques Simard, Immediate Past President; Stanley Pickett, Executive Councillor; F. Joseph Cornish, Q.C., President. A further Vice-President, Dr. Harold Baker, was not present when this photograph was taken.

THE PRESIDENT'S ANNUAL REPORT — 1962



Jacques Simard
Immediate Past President

It is really impossible to do justice to the work carried on by the National Office, the eight Divisions and the Branches in the few minutes allotted to the President's Report at the Annual General Meeting. For this reason, we produce a printed Annual Report which you have all received. I hope that you will read it carefully, because I think you will be surprised at the amount of work which is carried on across the country by your Association. (Copies of the full report are available from the National Office of CPAC.)

Encouraging the members of the general public to understand what planning is, and to take an active part in the process, is not a very glamorous job. It means a series of committee meetings, panel discussions, conferences and mass mailings. And these, in turn, mean long hours of quiet, hard work by small groups of dedicated people. At the end of it, our accomplishments are not likely to make headlines. We may succeed, and indeed we often do succeed, in awakening some municipal officials to the urgent problems building up through our rapid urban growth. But this does not produce a banner headline reading "Alderman Converted to Urban Planning at CPAC Meeting". In actual fact, it *does* happen—and quite frequently. If this were not so, we would not be here today.

It would be very interesting and, I am sure, gratifying, to conduct a study across Canada to list the battles for planning which have been won by members of CPAC in their own communities—battles ranging all the way from a small zoning squabble to the organizing of metropolitan planning agencies. But the problems still awaiting us are too urgent to allow time for such pats on the back.

I would like to point out a few of the highlights of the past year. First, on the national scene, our membership has risen by 11% since the last Annual General Meeting. Campaigns for new members are now being conducted in several Divisions, particularly Ontario and Quebec, and this growth should continue. Certainly we have all been set an excellent example by Nova Scotia which conducted an extremely effective campaign and raised their membership by 110.8%. At this time last year they were our smallest Division. They now rank fifth and are treading closely on the heels of Alberta, a much larger province. The race is on, ladies and gentlemen!

Increasing the total membership is one way of extending our influence. But, an even more important way is through establishing a continuous liaison with other citizen groups which become involved in planning matters.

This is a course of action which I have been urging for some time, and I am glad to see that CPAC is now in active co-operation with such bodies as the Canadian Good Roads Association, the Canadian Welfare Council and the Canadian Centenary Council—to mention only a few.

The major event on our national level is, of course, this Conference. This year, we decided to put the delegates to work and instituted a series of Workshops and Idea Exchanges. We wanted to put you in direct contact with delegates from other provinces, to broaden your viewpoint or at least to prove to you that we are all facing the same problems in slightly different ways. I hope we have succeeded, and that you will return to your own communities with some new ideas and some new friendships. I know that our National Director will be very

pleased to have your written comments and suggestions regarding future Conferences.

Turning now to the Divisional scene, it is very difficult for me to select the highlights from these very full programmes, so I have decided to pick one from each area. Let us travel from west to east:

I was very pleased to note that the B.C. Division has been working in close co-operation with their Provincial Department of Municipal Affairs. At their request, the Division held a special conference in Campbell River and one in Langford Bay, both of which resulted in the establishment of official "Community Planning Areas". These successes, in places where there had been long standing opposition to planning regulations, prove that a citizens' group such as CPAC can often succeed where official negotiations fail.

In Alberta, I am glad to be able to report that a new Branch of CPAC was opened in Medicine Hat last winter, and the Calgary Branch was reorganized in June. Of course, the thanks of all of us are due to this Division—our hosts at this Conference.

We would particularly like to acknowledge the help of Mrs. C. R. Wood, M.L.A., Chairman of the Alberta Division, Mr. D. L. Makale, Chairman of the Edmonton Branch who acted as Conference Liaison Officer, Mr. Noel Dant, Director of Town and Rural Planning for the Province of Alberta, Mrs. Janet L. Blench who planned the Ladies' Programme and last, but by no means least, Mr. James B. Gee of the Department of Town and Rural Planning who organized the extensive display area and helped in a great many other ways. Without the assistance rendered by people such as these, arrangements for the National Conference would be much more difficult and costly.

The Saskatchewan Division co-operated with the Extension Department of the University of Saskatchewan in offering an eleven week orientation course in planning. An extremely interesting programme was offered, which might well serve as a model for other Divisions.

In Manitoba, our Division has helped to publicize the work of the Metropolitan Planning Commission of the Metropolitan Corporation of Greater Winnipeg. The metropolitan governments now in operation in Toronto and Winnipeg receive very close scrutiny all over the world. The success of these experiments depends to a very large extent on the manner in which the public is kept informed of what is going on, and in this regard CPAC can be of great service. The Manitoba Division plans to hold a seminar after the Metropolitan Corporation has released its Master Plan in detail, and we shall watch this development with great interest.

Ontario has had an extremely full year, but I would particularly like to congratulate them for the two-day conference they held in May for members of planning boards. Over 250 delegates from 60 planning boards participated. It was so successful that the Division hopes to hold a similar one next year. Some of the excellent papers given at this time are reprinted in the September issue of our COMMUNITY PLANNING REVIEW, and Professor Milner's lecture was one of the background papers for the Workshop Session on Planning Commissions and Boards.

Before leaving Ontario, I must also mention the valuable work undertaken by a special committee of the Division regarding a *national* programme for the Association. This committee produced an excellent report entitled "Looking Forward with CPAC". This matter is now in the hands of your National Council and you will be hearing more of it shortly.

The outstanding event in the Quebec Division was undoubtedly the completion of an arrangement with the Provincial Government for an annual grant to cover the salary and office rental of a full-time Secretariat for the Division. Nothing could be more indicative of the recognition by the Provincial Government of the value of the work of CPAC, and the immediate result has been an increase in memberships, the reorganization of the Montreal Branch and the possibility of a new Branch being formed before the end of the year.

Our Nova Scotia Division has succeeded in opening a very active Branch in the City of Dartmouth which should have a highly beneficial effect on planning in the Halifax-Dartmouth region. The growing effectiveness of this well-organized Division is reflected in their greatly increased membership to which I have already referred.

In Newfoundland, our Division produces a very informative Newsletter which does an effective job in relating broad planning issues to local circumstances. I know that you will share with me a very deep regret that their Chairman, the Honourable Sir Brian Dunfield, who represented them so ably on the National Council and was the National President of CPAC for many years, has decided to retire from the national level of the Association's activity. While we rejoice that he will remain as the Divisional Chairman, we shall miss him more than we can adequately express from our National Council.

Now that we have crossed the country selecting only the highlights of the year's activities at the National level and in each Division, I think you will agree with me that this has been a full year for the Association. It has also been my last year as your President for I have decided, with considerable regret, not to allow my name to stand for this position in the coming year.

One of the reasons I shall regret not being at the helm is that the course which is now being charted for next year is a most interesting one. I cannot be too specific at this point because you are the navigators of this ship, and the suggestions which you make at this meeting and later to your own National Councillors will determine the course we take. However, there are a few things now under consideration which I would like to broach to you for your reactions.

First, we have decided to completely revise the Constitution of CPAC. It has proved to be a clumsy, outdated piece of machinery, in constant need of amendment. We have decided

to start from scratch and the Executive have appointed your Vice-President, Mr. F. Joseph Cornish, Q.C. as Chairman of the Constitution Committee. You will be receiving a report from his Committee before the next Annual General Meeting.

We hope, in the coming year, to work more closely with citizen planning boards and commissions. There is a great lack of planning information available for newly appointed members of these boards as evidenced by the comments we receive from delegates at these Conferences, and the enquiries which come in to our Divisional and National Offices. We are now planning the preparation of a kit of printed material which will provide some basic information of use to members of planning agencies across the country.

I have already mentioned the brief prepared by the Ontario Division regarding a national programme for CPAC which is before the Council at present. While you have more opportunity during the year to express your opinion on the programmes undertaken by your Divisions and Branches, this is the only chance we have to get your ideas on the *national* programme of the Association. How do *you* visualize the function of a national citizens' planning organization? What subjects do you feel we should be investigating or publicizing on a national level? How should we go about it? I hope you will let us have your ideas at this meeting.

Finally, I am happy to be able to announce that the 1963 National Planning Conference will be held at the Chateau Frontenac in Quebec City from September 29-October 2. I am looking forward to hearing your ideas of what sort of programme we should have. I hope that all sectors of CPAC will be well represented for I can assure you that the Quebec Division is looking forward to extending its hospitality to all of you.

RAPPORT ANNUEL DU PRÉSIDENT — 1962

Jacques Simard

Il est réellement impossible de rendre justice au travail exécuté par le Bureau national, les huit divisions et les succursales durant les quelques minutes qui sont accordées au rapport du Président lors de l'Assemblée générale annuelle. Pour cette raison, nous produisons un rapport annuel imprimé que vous avez tous reçu. J'espère que vous le lirez avec soin parce que je crois que vous serez surpris de la quantité de travail qui est exécuté dans tout le pays par votre Association. (Des exemplaires du rapport complet sont disponibles auprès du Bureau national de l'ACU).

Il n'y a rien de très fascinant à encourager les membres du public en général à comprendre ce que représente le planning, et de prendre une part active au procédé. Ceci représente une série de réunions de comité, de discussions de groupe, de congrès et d'envois postaux en masse. Et tout ce travail à son tour exige de longues heures de travail sérieux et ardu par de petits groupes de personnes dévouées. Une fois terminé, il est peu probable que tout ce travail passe aux manchettes des journaux. Nous pouvons réussir et sans doute que nous avons souvent réussi, à éveiller l'attention de quelques représentants municipaux aux problèmes urbains urgents qui surgissent à travers toute notre croissance rapide. Mais il n'en résulte jamais une manchette saillante qui se lise "Echevin converti à l'urbanisme lors d'une réunion de l'ACU". En fait, cela se produit réellement—et même très souvent. Dans le cas contraire, nous ne serions pas ici aujourd'hui.

Il serait très intéressant et j'en suis sûr réconfortant de mener une étude dans tout le Canada pour établir une liste des luttes à l'appui de l'urbanisme qui ont été gagnées par les membres de l'ACU dans leur propre communauté—des luttes variant sur toute la gamme depuis une petite échauffourée au sujet des zones jusqu'à l'organisation d'organismes de planning métropolitains. Mais les problèmes qui nous attendent toujours sont trop urgents pour nous permettre de prendre le temps de se féliciter mutuellement.

J'aimerais signaler quelques-uns des faits saillants de l'an dernier. Tout d'abord, sur la scène nationale, le nombre de membres a augmenté de 11 p. 100 depuis la dernière réunion générale annuelle. Des campagnes de recrutement de membres sont présentement en cours dans plusieurs divisions particulièrement en Ontario et Québec et cette croissance devrait continuer. Nous avons certainement subi l'exemple excellent de la Nouvelle-Ecosse qui a fait une campagne extrêmement efficace et a relevé le nombre de ses membres de 110.8 p. 100. A la même date l'an dernier, c'était notre plus petite division. Elle occupe

maintenant le cinquième rang et elle est même sur les talons de l'Alberta, une province beaucoup plus grande. La course est commencée, mesdames et messieurs.

L'augmentation du nombre total des membres est une manière d'étendre notre influence. Mais, une manière encore plus importante est par l'établissement des liaisons continues avec les autres groupes de citoyens qui deviennent intéressés dans le sujet de planning.

Voici une ligne de conduite sur laquelle j'ai beaucoup insisté depuis un certain temps et je suis heureux de voir que l'ACU agit maintenant en collaboration active avec des organismes tels que la "Canadian Good Roads Association", le Conseil canadien du Bien-Etre et le Comité canadien du Centenaire—pour n'en mentionner que quelques-uns.

L'événement principal à notre niveau national est, il va sans dire, la présente conférence. Cette année, nous avons décidé de mettre les délégués à l'oeuvre et d'instituer une série d'ateliers d'étude et d'échange d'idées. Nous voulions vous placer en contact direct avec les délégués des autres provinces pour élargir vos vues, ou au moins vous prouver que nous devons tous faire face aux mêmes problèmes légèrement modifiés. J'ose espérer que j'ai réussi et que vous retournerez à votre communauté avec quelques nouvelles idées et quelques nouvelles amitiés. Je sais que notre directeur national sera très heureux de recevoir vos suggestions et commentaires écrits au sujet des conférences à venir.

En se retournant maintenant vers la scène de la division, il m'est très difficile de choisir les faits saillants de ces programmes très remplis; ainsi, j'ai décidé d'en choisir un pour chaque région. Voyageons donc un peu de l'ouest à l'est:

Je fus très heureux de constater que la division de la C.-B. a travaillé en collaboration étroite avec son ministère provincial des Affaires municipales. A sa demande, la Division a tenu une conférence spéciale à Campbell River et une autre à Langford Bay, ayant toutes deux résulté en l'établissement de "Secteurs d'urbanisme" officiels. Ces réussites dans des endroits qui s'étaient opposés depuis longtemps aux règlements d'urbanisme, prouvent qu'un groupe de citoyens tel que l'ACU peut souvent réussir où des négociations officielles n'ont pas atteint leur but.

En Alberta, je suis heureux de pouvoir vous faire rapport qu'une nouvelle succursale de l'Alberta fut ouverte à Medicine Hat l'hiver dernier, et que la succursale de Calgary fut réorganisée en juin. Inutile de vous dire que nous levons notre chapeau à cette division pour les remercier--cette division qui est notre hôte lors de la présente conférence.

Nous voudrions particulièrement exprimer notre reconnaissance de l'aide accordée par madame C.-R. Wood, M.L.A., présidente de la division de l'Alberta, monsieur D.-L. Makale, président de la succursale d'Edmonton qui a agi en fonction d'officier de liaison de la conférence, à monsieur Noël Dant, directeur de l'aménagement urbain et rural de la province de l'Alberta, à madame Janet L. Blench, qui a arrêté le programme des dames et en dernier lieu mais en aucun cas le moindre, à monsieur James-B. Gee du département de l'Aménagement urbain et rural qui a organisé cet immense espace d'étalages et a aidé d'un grand nombre d'autres manières. Sans l'aide de personnes comme celles-ci, les arrangements pour la Conférence nationale seraient beaucoup plus difficiles et coûteux à faire.

La division de la Saskatchewan a collaboré avec le "Extension Department" de l'Université de Saskatchewan afin d'offrir un cours d'orientation de 11 semaines en planning. On a offert un programme extrêmement intéressant lequel pourrait fort bien servir de modèle aux autres divisions.

Jacques Simard, past president of CPAC, Mrs. M. L. Brennan and Maj.-Gen. M. L. Brennan, national director, study a model of the Victoria Square Centennial Project which was displayed at the Conference.

Au Manitoba, notre Division a aidé à publier les travaux de la Metropolitan Planning Commission de la corporation métropolitaine du Grand Winnipeg. Les gouvernements métropolitains présentement en opération à Toronto et Winnipeg sont examinés de très près par le monde entier. Le succès de ces expériences dépend pour une large part de la manière par laquelle le public est tenu informé de ce qui se passe et à ce sujet, l'ACU peut rendre de grands services. La division du Manitoba projette de tenir un séminaire après que la Corporation métropolitaine aura publié son plan directeur en détail, et nous observerons ce développement avec un grand intérêt.

L'Ontario a eu une année extrêmement remplie mais je voudrais particulièrement les féliciter de leur conférence de deux jours tenue en mai à l'intention des membres de Commissions d'urbanisme. Plus de 250 délégués provenant de 60 commissions d'urbanisme y ont participé. Elle fut si réussie que la division espère en tenir une semblable l'an prochain. Un certain nombre des sujets présentés à ce moment sont réimprimés dans le numéro de septembre de notre revue de l'ACU et la causerie du professeur Milner fut une des causeries de fond qui ont servi aux séances des ateliers sur les commissions d'urbanisme.

Avant de quitter l'Ontario, je dois aussi mentionner le travail précieux entrepris par un Comité spécial de la division au sujet d'un programme *national* pour l'Association. Ce comité a publié un rapport excellent intitulé "Looking Forward with CPAC". Cette question est présentement entre les mains de notre Conseil national et vous en entendrez parler davantage sous peu.

L'événement saillant dans la division de Québec fut sans aucun doute l'entente conclue avec le gouvernement provincial en vue d'obtenir un octroi annuel pour couvrir les dépenses de salaire et de l'organisation de bureau d'un Secrétariat divisionnaire à plein temps. Rien ne pourrait indiquer davantage l'acceptation par le gouvernement provincial de la valeur des travaux de l'ACU et il en a résulté immédiatement une augmentation du nombre de membres, une réorganisation de la succursale de Montréal et la possibilité qu'une nouvelle succursale soit formée avant la fin de l'année.

Notre division de la Nouvelle-Ecosse a réussi à ouvrir une succursale active dans la cité de Dartmouth qui devrait avoir un effet très salutaire sur le planning de la région de Halifax-Dartmouth. L'efficacité croissante de cette Division bien organisée se réflète dans le nombre énormément accru de membres, chose que j'ai déjà mentionnée d'ailleurs.

A Terre-Neuve, notre division produit une publication (Newsletter) très instructive qui réussit très bien à relater les grandes discussions de planning aux circonstances locales. Je sais que vous partagerez avec moi le très profond regret que leur président, l'honorable Sir Brian Dunfield, qui les représentait si adroitement au Conseil national et qui fut le président national de l'ACU durant plusieurs années, a décidé de se retirer du niveau national de l'activité de l'Association. Tout en nous réjouissant qu'il restera président divisionnaire, il nous manque beaucoup plus qu'il nous est facile d'exprimer dans notre Conseil national.

Maintenant que nous avons traversé le pays en relevant seulement les faits saillants de l'activité de l'année au niveau national et dans chaque division, je crois que vous conviendrez avec moi que ce fut une année bien remplie pour l'Association. Ce fut également ma dernière année à titre de président parce que j'ai décidé avec beaucoup de regret de ne pas permettre que mon nom reste en lice pour cette fonction au cours de l'année à venir.

Une des raisons pour laquelle je regretterai de n'être pas au gouvernail est que la route qui est présentement tracée pour l'année prochaine est des plus intéressante. Je ne peux pas être trop spécifique pour le moment parce que vous êtes les navigateurs de notre barque et les suggestions que vous ferez lors de la présente réunion et plus tard à vos conseillers nationaux, détermineront la route à suivre. Cependant, il y a quelques points présentement à l'étude que j'aimerais vous communiquer en vue de susciter quelques réactions.

Premièrement, nous avons décidé de réviser complètement la Constitution de l'ACU. Elle s'est avérée une pièce de machinerie périmée et gauche, continuellement dans le besoin d'être modifiée. Nous avons décidé de commencer à rien et l'Exécutif a nommé votre vice-président, monsieur F.-Joseph Cornish, C.R. en fonction de président du comité de la Constitution. Vous recevrez un rapport de son comité avant la prochaine réunion générale annuelle.

Nous espérons au cours de l'année prochaine travailler plus étroitement avec les commissions de planning de citoyens. Il y a une forte carence d'information de planning disponible dont les membres nouvellement nommés de ces commissions peuvent se prévaloir, tel qu'il a été prouvé par les commentaires que nous avons reçus des délégués lors de ces conférences, et les demandes de renseignements que nous recevons à notre bureau de division et à notre bureau national. Nous projetons maintenant de préparer un recueil de matière imprimée qui fournira des renseignements de base qui pourront être utiles aux membres des organismes de planning dans tout le pays.

J'ai déjà mentionné le mémoire qui fut préparé par la division d'Ontario au sujet d'un programme national pour l'ACU, lequel est déjà entre les mains du Conseil. Alors que vous avez plus d'occasions au cours de l'année d'exprimer votre opinion sur les programmes représentés par vos divisions et vos succursales, c'est ici que vous avez une occasion unique d'offrir vos idées sur le programme *national* de l'Association. Comment vous représentez-*vous* la fonction d'un organisme national de planning de citoyens? Quels sont les sujets qui, à votre opinion, devraient être étudiés ou publiés au niveau national? Comment devrions-nous y arriver? J'ose espérer que vous nous ferez part de vos idées lors de la présente réunion.

Finalement, il me fait plaisir de pouvoir vous annoncer que la Conférence nationale d'urbanisme de 1963 se tiendra au Chateau Frontenac dans la cité de Québec, du 29 septembre au 2 octobre. J'anticipe déjà recevoir vos idées sur la sorte de programme que nous devrions avoir. J'espère que tous les secteurs de l'ACU seront bien représentés parce que je peux vous assurer que la division de Québec est désireuse de vous souhaiter la plus cordiale bienvenue à tous.

Keynote Address:

PEOPLE, POLITICS AND PLANNING

S. L. Buckwold
Mayor of Saskatoon

The National Director of the Community Planning Association of Canada, General Brennan, writes a most persuasive letter. He flatters without insincerity, he guides without indication of direction, and he leads a reluctant participant to enthusiastic self annihilation. What a loss to the National military effort was his retirement! I am certain that one letter from him to a potential enemy leader, and the sword would be discarded for the pen, and the platform.

Listen to what he writes, and I quote from his letter:

"I have given a great deal of thought to the selection of the speaker to present the keynote address, and after talks with many of my colleagues, the unanimous choice is yourself. You suit the subject from every angle—you have a wide knowledge of people—you have been interested in municipal politics for many years, and from the articles I have read on your great support of planning in the City of Saskatoon, there is no doubt that you have a great interest in that subject."

My secretary, who is smarter than I am, almost died laughing when she read this, but I quite naturally swallowed the bait—hook, line and sinker.

And then the subtle instructions, and again I quote:

"I would like your address to teach a lesson, but at the same time, if it is possible to do so, to bring out that there are humorous things that happen in connection with "People, Politics and Planning". I would like your address to leave the delegates in a happy mood, but at the same time feeling the seriousness of the subject under discussion."

Little did I realize the position I would find myself in when, in due course, the preparation of this address had to begin. I was trapped by my own ego—and I deserve to suffer the consequences. The unfortunate bi-product is that several hundred other captives will have to suffer as well.

It will be a little like the war hero, in this case not the persuasive General, who was the last speaker at a long and tedious affair. By the time he was called on to give his address, the crowd was moving about restlessly and many were headed for the exit. Whereupon the chairman made the classic remark —"Our speaker went through hell for you—now you can go through hell for him".

My given topic "People, Politics and Planning" rather intrigues me. Illiterates like alliteration—and I place myself in that category, insofar as any detailed or academic understanding of the subject may be concerned.

As the Mayor, for the past several years, of a City which is the third fastest growing in Canada (I bow to Calgary and Edmonton who were first and second) planning was, of necessity, thrust upon me. It soon became apparent that over and above the mundant duties of day-to-day administration, the problem of controlled and intelligent development of my City was the most important responsibility facing me as an elected representative.

I have been witness to a personal metamorphosis, and one that is completely logical. Take this as a self confession if you will. Early in my municipal career, my opinion of planners,

His Worship Mayor S. L. Buckwold delivering the keynote address at the opening session of the 1962 National Planning Conference.

and planning boards represented a complete lack of understanding of the importance of their objectives and aspirations.

I was the eager-beaver type, anxious for action, with little patience for the visions of planners, speaking a language I did not understand. It did not take me long to realize that I was very wrong indeed, and to appreciate the fact that I had a great deal to learn.

I know now that planning is not just an exercise for a special kind of people, who have a special kind of training. Good planning is the business of every elected representative, and every citizen—as has been stated so often *"planning is for people"*, a proposition many politicians and planners frequently seem to forget.

The day of setting up planning departments and planning commission boards as isolated functions of municipal government can no longer exist. Time was when politicians found these advisory boards a handy instrument for passing on contentious problems which they preferred not to face up to.

This system of advisory planning boards, and the concept of the planner as a kind of long-haired adviser or consultant, not quite an essential or normal part of a municipal government, seems to have arisen at a period when City Councils were beset by a few visionaries or other pests, who demanded that something be done to make the city either less ugly, or more efficient, or both. The best way to deal with these people was to let them set up a board or commission of their own, so that they could have a platform from which to proclaim their advice to all and sundry.

Some of the advisory boards get enough influence and money to hire a little staff work. A large part of the planning profession has developed its habits and outlook working for these advisory boards. Inevitably, the fact of their being once removed from the politicians has made them, in some cases, either a little academic, or a little frustrated, or both, and has often made the politicians think they were of dubious value.

Today, the situation I have described is a luxury that we cannot afford. The post-war boom has brought with it questions of physical development that are much too acute and serious. Municipalities now see how much waste results from uneconomic land use, and obsolescence. Politicians are painfully aware that without co-ordinated planning they can bankrupt their cities by trying to satisfy the tremendously expensive demand for services and other amenities.

Thanks to the activities of bodies such as the Community Planning Association of Canada, the Canadian Federation of Mayors and Municipalities and others, the general public, and their political leaders, are better informed on the economics of city building, more observant of the physical facts, more aware of blight, more cognizant of beauty, and perhaps above all, more ready to believe that something can be done about these things. Consequently the politician today, and I believe I can speak almost universally, is planning-conscious, and recognizes physical planning as an integral part of municipal administration. By the same token, the planners are now becoming much more useful as specialized associates of the political leader, since as a result of day-to-day contact, they are more aware of the political and economic implications of planning, are perhaps more realistic in their approval, and have become more human and understandable than they were during their days in the wilderness.

The former Minister of Municipal Affairs of Ontario, the Hon. Fred Cass, in a very excellent address put it this way—"We must remember of course, that building for the future is just not an aesthetic activity. It is mainly an economic necessity. Good planning is good economics. Bad planning is eventual financial waste".

We have now reached the stage in Canadian urban society, when our people expect and demand good planning. Politicians now realize the importance of sound planning advice and are ready, more than ever before, to take the necessary legislative action to make it effective.

So I bring a breath of hope from the politicians to the planners—we *are* interested, and we *do* accept you into our so-called charmed circle, as a rather indispensable addition to good municipal government.

As I remarked earlier, it was not always so.

The City of which I am now the Chief Magistrate, went into the planning business via the back door. The then Mayor was very much opposed to a "Planner" and wanted a 'consultant'—and our very capable professional, who is still with us, was actually hired by a far-sighted City Commissioner, with the title of "Building Director". For months the Mayor would not deign to speak to him, although he would sometimes condescend to a grunt. The Chairman of the local planning commission at the time gave him instructions, that if the planner could sell planning at all, there were two conditions that would make him acceptable—"none of your damned fancy curved streets and hands off our lanes".

This was the political reaction, and the public acceptance was at about the same level. Generally the attitude of both groups was the usual, "if it was good enough for my father, it is good enough for me". Don't give us any of those new fangled ideas that we cannot understand. Don't hinder development by silly restrictions.

A decade later we see the difference. A complete acceptance of planning as a full city department—the largest service function in the City Hall:

A Planning Commission whose recommendations are respected and implemented;

A public which has grown to respect the objectives of sound development;

A City Council which recognizes that planning is not just the city beautiful, but an important adjunct to the protection of our economic stability and the guidance of our future growth;
A City Planner who, by his own efforts, which are now translated in many new developments, has won the confidence of people and politicians alike;

We have made the full circle in our City—the roles are reversed. Now the Planner won't talk to the Mayor, although occasionally the Mayor hears a grunt of acknowledgment. The last sentence is, of course, given humourously, and can be used because of the excellent mutual relationship we both enjoy.

Our City Planner, in achieving this success, does so by describing a good planner as 25% technician, 25% clairvoyant, 25% charlatan, and 25% carpet bagger.

As politicians, as planners, as members of advisory planning boards, or as good citizens interested in proper development of our communities, the needs of people must always be the first consideration.

Harry Golden, in his book "FOR 2¢ PLAIN" put it this way—

I would like to make a suggestion for all City Planners which I shall adopt from Hypocrates, the Greek Doctor, who fathered Medicine. Hypocrates said every doctor who treated a broken bone should have a broken bone, and every doctor who treated a fever should have experienced a fever. Hypocrates really meant that every doctor ought to consider the patient as well as the disease. I shall not be so extreme. But every architect who designs an apartment ought to be made to live in it, and no realtor should be allowed to sell a city lot until he has occupied space on it. This will convince architects, planners, and realtors that the people of the city are not just so many inconveniences. As often as the people who live in a city are considered, just so often will the city be beautiful."

Which brings me then to the concept of the totality of planning—and this is a field which has not yet had as universal acceptance as it must and will have in future years.

There are many facets of city living which make it pleasant and satisfying for people. It is a combination of many different things. Every city department is involved. It is not just street layout, traffic and parking control, side yard requirements, land use restrictions, zoning controls. It also has social implications. It must be concerned with park and recreation facilities, general environment, libraries, health care, schools, fire and police protection, public transportation, shopping convenience, art galleries, cultural centres.

The unhappiest householder is one who has everything—except that a sudden heavy rain fall finds his television set floating in three feet of water in his luxurious basement playroom; or the citizen who has no water pressure just when he wants a refreshing shower; or the poor housewife who has a sewerage system that backs up just when she is entertaining her husband's boss at dinner. All the layout design of the best neighborhood will not help make these people happy.

And then, perhaps as important as the physical and social amenities, is the impact of the tax bill. When these go out is the time of year most Mayors find it convenient to take an out of town vacation.

The burden of financing the heavy demand for services and development is the most serious problem facing municipalities today. Property taxes are high. Educational costs which must be taken out of the property tax are soaring. The unfortunate elected council must set a mill rate sufficient to meet the requirements of schools, and this will often amount to more than half of the municipal tax levy—in my City it is two-thirds. In addition, funds must be provided for the expensive urban services which are demanded by our citizens.

Digressing a little, I am not objecting to the cost of education. It is the best money we spend. To meet tomorrow's educational requirements increased financial support for schools will be required. Eventually, our senior governments will have to relieve property owners of this burden and finance education in a more realistic and equitable manner.

The ownership of property is today, no criteria of ability to pay, and because education benefits the entire population, its cost must eventually be borne by the province, or the nation as a whole. For municipalities to continue to provide adequate services, property owners should only pay for such services as directly benefit their property.

But the hard facts of municipal life today offer no such immediate relief. Increasing taxation and higher borrowings must be a matter of concern to planners as well as elected representatives.

I cannot over emphasize the importance of Master plans—related in every way to all aspects of community growth and development, and always keeping in mind the ability of the municipality to finance these improvements in a way which minimizes excessive costs and higher taxes. Long term capital budgets go hand-in-hand with Master plans. Eric Beecroft has rightly said that, "the need for assistance to municipalities in capital borrowings, can only be fully understood when there is a general adoption of the practice of long term budgeting for capital works". A capital works budget and Master plan reflect the forward thinking of the entire team of urban specialists and the considered opinion of elected officials themselves.

So that today, every senior municipal official, elected or appointed, must be a planner in the broad sense of the word.

The Director of Planning, who is the professional in the team, therefore has the responsibility to effect the closest possible relationship between himself and the heads of all civic departments. When this relationship is sound, then all departments take an active part in the planning process, and as has been said "at the same time the planning department is brought face to face with the operational and administrative difficulties inherent in any proposals and with its financial obligations".

This is the real role today of the planner, and his advisory board. Good physical design is now accepted as almost academic. The important thing is to realistically bring this into relationship with the total concept that involves the co-operation of every department. Properly done this leads to action—namely political decision and implementation by the elected representatives, the so-called politicians.

And let us not forget the school boards are also elected representatives, and are a very important facet of the planning process. In my City, school board representatives are an integral part of the Planning Commission and the Planning Department selects and designs all school sites. I understand this happy relationship is not always in evidence in some cities,

W. E. Graham, City Planner and Building Director of Saskatoon, who provided a special feature of the Conference with a highly original presentation entitled "The Saskatoon Story". Films, slides, tape recordings, the "live" voices of Mayor Buckwold and other Saskatoon citizens, together with a sound track of western music and gun battles were used to tell the story of several planning issues faced recently by the City of Saskatoon.

but good school planning can save taxpayers immense sums of money.

The model relationship between politician and planner will be something like that obtained in Vancouver with its successful Technical Planning Board which we have copied on the Prairies. Under the system practised in that Pacific paradise, everyone concerned is in the act; the specialist's relationship to the politician is too close to permit him to become a mere visionary; the politician is too close to the specialist to enable him to escape into irresponsible vacuities; the planner's function is not merely to dream dreams but to leaven the daily work of all department heads.

There is some question among planners as to whether they can maintain their scientific integrity and virtue in such close working proximity to politicians and hard boiled administrators. But isn't this the old question of: Which kind of virtue is superior:

a) the kind you nurture in a cloister, or

b) the kind that grows strong and has to be defended from day to day in ordinary working relationships?

Today, political leaders across the nation are taking up planning as an issue. On the other hand, many planners and other professional people are becoming more ready to enjoy practising their specialty in collaboration with other leaders. Arms length diplomacy is always inadequate—whether between politicians and politicians, or between planners and finance officers, or between politicians and planners. Planning is everybody's business, and that means it is the politicians' business—the planners' business—and the people's business.

To this must be added our responsibility for more and better co-ordinated regional or district planning—perhaps an even more difficult achievement. Here, especially, must selfish local and individual interests be submerged for the common good.

Planning today is much too complex to be run by the "seat of one's pants". It requires long term studies in depth involving detailed research and factual information before decisions are reached.

Anthony Adamson, in a recent article in the QUEEN'S QUARTERLY, reports that "Thomas Adams in his plan for Calgary, in 1912, wrote in his report that he had asked a police chief, a banker, a real estate man and the mayor what they estimated the population of Calgary would be in 20 years. He based his whole plan on such survey techniques". I would doubt very much if such a survey would today receive much consideration by the political leaders of that fine city.

Growth patterns, population trends, social and cultural developments, service and utility requirements, park and recreational needs, education facilities, transit, traffic and parking problems, housing demands, land use surveys, urban renewal, are but some of the continuing studies that are involved.

An often neglected aspect of community development is the economic forecast of industrial growth and job opportunity. This is vitally important. Let us never forget that if planning is for people, then security of employment must be a major consideration. All the environment in the world will not make up for the pall of gloom cast over a city that is haunted by the spectre of unemployment and receding industrial potential. Where a man makes a decent living is the real foundation of a happy home.

And of course, planning cannot be static or arbitrary. It is always in a state of flux. Twenty year plans must be reviewed and, if necessary, changes made to meet new conditions.

It was the late Hon. C. D. Howe, who said, "There is nothing I have less regard for, than my opinion of yesterday". This is sometimes a difficult philosophy to practise, perhaps especially by professionals and politicians.

I would suggest further that good planning cannot be too theoretical and too far ahead of the people whom it serves. I agree with Herbert H. Smith in his booklet CITIZEN'S GUIDE TO PLANNING, that "the technicians and planners should certainly be a step or two ahead of those with whom they are working, but they must be careful not to be clear out of sight. The most theoretically sound plan in the world is of little value if filed away on some shelf, catching dust. To be of meaning to a community, a planning programme must be understood and supported by those with whom it deals".

In the past, many planners have failed because they were just "too far out". Keep in mind that a plan is only good when it is implemented. Political leaders are very reluctant to move in a way that people cannot follow. This is often tantamount to political suicide.

I am not suggesting that politicians lack courage—but they also know the political facts of life. Political leaders depend on people for support and are very responsive to public opinion. This is one of the strengths of the democratic way of life.

I often say that when I personally support any major programme, I want to feel the extended arm of the people on my shoulder. I want to be a step in front, but not so far ahead that I lose contact. I have learned this by bitter experience, as have most elected representatives.

This is one of the keys to political action in the field of planning. The other is for planners, and planning boards to build up, over a period of time, the confidence of the politician, and the public, in the general soundness of their approach to development matters. This confidence is the magic word. Once achieved, planners can look forward to smooth sailing for the great majority of their presentations. Confidence can be earned by a record of good judgment, sound advice, and personal sincerity and dedication.

I have seen long, detailed and tiresome planning reports which are so technical that they are obviously directed to impress colleagues rather than get down to the level of the layman. I have been much more impressed with a short report, a good personal presentation given with conviction.

This is often the way to "Win Friends and Influence Councils".

It is the planners' and the politicians' job to give the best environment possible within the general social structure. It is not and should not be our job to tell people how they should live. We should be designing our cities around the kind of place people want to live in, and do that the best way we can. We must keep in mind too, that the actual development of our plans will be carried out by the private sector of the economy. They will be the builders, and consideration must be given to their legitimate problems. In this I am certainly not referring to selfish interest. At times there can be no one more greedy than the occasional land developer.

In this regard, may I follow my instructions for a bit of levity and quote from a recent issue of MAD MAGAZINE. This is my son's favorite reading, and I must admit I sneak a look at every issue when he isn't around.

THE PLANT BY THE SIDE OF THE ROAD

Let me put up a plant by the side of the road,
In a quaint community.
Where the woods are still and the grass smells sweet
Is where I want it to be.
I know a man on the Zoning Board
Who'll let me build it there.
Let me put up a plant by the side of the road
And pollute the good, fresh air.

Let me put up a huge supermart by its side
Now that the land is re-zoned.
Where a brook once ran and flowers once grew
Is where I want it enthroned.
And lovers can walk as they did in the past
And stop to bare their hearts
On a parking lot that is ten acres wide
And cluttered with shopping carts.

Let me build a car-wash by the market's side
As part of my new domain:
With picturesque signs like, "Nine-Second Wash",
And "Free wash if it should rain!"
Where crickets once chirped let me fill the air
With curses of car-washing men;
Let them litter the ground with dirty rags,
And the world will be right again.

Let me build all these things by the side of the road,
In a quaint community,
Where the woods are still and the grass smells sweet
Is where I want them to be.
And though I'm not rich with spiritual things,
And I have no goodness to share,
There are things more important than love: I'll be
A multi-millionaire!

And another little satirical gem from the same cultural source—

TREE
(A Builder's Lament)

By Joyce Killmore Oaks

I think that I shall never see
A sight more sickening than a tree.
A tree that takes up so much space
Where cheese-box homes could stand in place.

A tree that looks at God all day,
While my God is the N.H.A.

A tree that houses only birds
On land I'd like for human herds.

Upon whose trunk my men cause pain
With great bulldozer and with crane.

Homes are built by guys like me,
And e'er I'm through, God help the tree!

Good planning public relations can change this lament. I take my own City for an example. A few years ago, new downtown buildings demanded removal of trees. Today, as a result of a crusading press, a needling planner, a strong planning board, and public opinion, our recent buildings have preserved the trees, indeed built their structures around them—much to the delight of our citizens, and our planning commission.

After all the advice and criticism I have levelled at planners, and planning boards, may I conclude that I am one of these politicians that sincerely believes planners have done a reasonably good job in their postwar direction of Canadian urban expansion. Certainly, under the influence of tremendous growth pressures, and reluctant councils, especially in our larger cities, mistakes have been made, short cuts have been taken, selfish interests have sometimes been served. But by and large, I think our planning has been adequate—and is improving all the time. While we have not always been able to achieve the beauty and character we would have liked, we have generally had a controlled development, which has prevented ugliness and sprawl completely taking over, as would have been the case if we had just let it grow.

I feel that the monotony of many of our new neighborhoods is not because of inadequate planning or design, but rather the lack of imagination of our builders, yes our architects in developing these new areas. There has not been much individuality in project building. It is rubber stamp architecture, under the pressure of a low down payment. As one writer put it "come and show me another neighborhood that is built by an architect with one pencil, one set of blueprints and 1300 pieces of carbon paper".

I don't think we should blame planners for a situation over which they really had very little control.

I feel that our city governments are also to blame in not more promptly planting trees, improving boulevards, developing parks in the open spaces which have been set aside, carrying out construction of recreational facilities that are so necessary to a pleasant neighborhood. These things are in the plan; these are the touches that make a neighborhood pleasant and pleasing. City Councils, my own included, under the tremendous pressure for so many things, have neglected to remember that planning is for people, and that the municipalities have a responsibility to provide these facilities as part of their contribution to the city beautiful.

Which brings us right back to the people—those whom we serve. It is important that they be kept well informed by planners and politicians in the field of community planning and its implications. We need constant citizen review of our programme and also our progress.

Good communications is what is needed between these three levels of action. We have to understand each other, and so often we do not. Let me illustrate this with a short story.

A minister was posted to a new and rather poor congregation and immediately started a campaign for a chandelier in the church. His efforts got him nowhere and he finally asked one of the elders of the church why he had failed.

"Well", said the old fellow, "there are three reasons:—

First—no one knows how to spell it so we can order it.

Secondly—no one knows how to play it. And

Thirdly—what we really need is better lighting."

Mr. Chairman, I believe that thanks to the efforts of the Community Planning Association of Canada, of provincial and local organizations, of thousands of dedicated and interested citizens across this country, like the chandelier, we are beginning to cast some light where it is needed.

The wide acceptance of Community Planning as an essential pillar in our municipal structure, is a reflection of the success that has been achieved. I extend my best wishes to your organization for success in your deliberations and in your future activities.

The rewards are great indeed—for they will be a legacy that will enable future generations to enjoy the many good things of pleasant living.

May I conclude with a quotation from Longfellow, who said:

"The country is lyric—the town dramatic—
When mingled they make the most perfect musical drama."

Conference Banquet Address:

PROBLEMS WE FACE

Hon. E. C. Manning

Premier of the Province of Alberta

Mr. President, Distinguished Guests, Ladies and Gentlemen:

May I at the very outset tonight, even though your Convention has been underway for some time, take this first opportunity that I have had to join with my fellow Albertans in the welcome I am certain they already have expressed to those of you who are here as our guests from other parts of this great nation of Canada. We do want you to know how delighted we are to have you in Alberta, and how sincerely we hope that you will enjoy every hour of the time that you spend here. We have a tradition in this Province that we like to believe is true, and that is that no one who visits the Province of Alberta for the first time is ever quite the same afterwards. It may well be that some of you are here for the first time, and I sincerely trust that, whatever effects it has upon you, will be to your satisfaction and to your pleasure.

I would also like to take this opportunity of wishing for all of you who are here as delegates, a very, very successful and profitable Convention. You are the members of a very important national association. You are devoting your time and your talents and your experience to a field of growing importance, and certainly to an area of multiplying problems. I would like to take a few minutes tonight to discuss a few of those problems with you. And Mr. President, I would like to make it very clear at the outset that I am only a layman when it comes to matters that pertain to planning. Therefore, I can speak tonight on the subject of planning with all the dogmatism of the inexperienced. And you on the other hand, for the same reason, will be under no obligation to agree with anything I say because you are the professionals in the field and, as I have said, I am speaking to you only as a layman.

May I start off, therefore, with the obvious and simple observation that this nation of Canada is still a very young country. It is still less than 100 years since Confederation united in one nation the first provinces of this great Dominion. Here in the western part of Canada, our own Province of Alberta and our sister Province of Saskatchewan did not become members of that Canadian family of provinces until the year 1905, and, of course, if you go away back down to the Atlantic Seaboard to the Province of Newfoundland, the last member to join the Canadian family of provinces, that event as you know, took place in the year 1949. So, when we start thinking and talking about the matter of national planning and regional planning, I do think it rather important that we keep in mind that this is not an old country of the old world with many centuries of traditions and circumstances that have become entrenched and engrained with a long passage of time. In the early years the pattern of growth in any country, or in any community, I think you would agree, seldom, if ever, followed a pre-designed plan. When a new nation, or a new community, or a province is being opened up, the things that take place are dictated primarily to the physical, social and

The Hon. E. C. Manning, Premier of Alberta, addressing the Conference Banquet.

economic necessities of that pioneer period. In other words, under those conditions and those circumstances people usually are so preoccupied with the absolute necessities of their existence that they do not give much thought or attention, if any at all, to planning, as we know it in the more advanced society of today. I mention this, ladies and gentlemen, because I think you will agree that many of the problems we face today in Canada, as far as planning is concerned, and this is true of any country or any community, had their birth in that initial period of time when the pattern of development was not following any predetermined plan, but when things were more or less just growing up by themselves because of public preoccupation with the necessities that were understandable in those early years of development.

Three Major Factors

Might I, therefore, suggest to you that, in this country, three major factors have created a constantly changing set of circumstances since that early beginning. The first of those three was the evolution that has taken place in the fields of transportation. Now in the very early days of Canada, and in every part of Canada, the main arteries of transportation were our rivers. The early voyageurs of the East, the explorers who travelled to the West, the Indians who plied the fur trade with the white men, in the western part especially, used the rivers as the highways in those days. It was therefore natural that the development of settlements and communities followed the path of those highways of nature which were the main streams of such transportation as existed at that time. And then a little later, when human ingenuity enabled man to build the first transcontinental railway and the Canadian Pacific was pushed from Eastern Canada across the vast lands of the prairies over the Rockies and to the West Coast to link up the province of British Columbia with Upper and Lower Canada in the East, we then had another artery of transportation. And we went through a period when the development of communities was dictated by the route of the railway; naturally, people settled along this new artery that now spanned the country, and gradually worked back from that source of transportation. And then, with the passage of time, as we developed systems of roads and systems of highways, the whole pattern of transportation changed with it; with that evolution, of course, came a complete change in the pattern of settlement and the pattern of community establishment and of community life.

Now, the second factor that has contributed to this changing set of circumstances was the evolution in man's travel habits that took place along with the evolution in the means of transportation. In the very early years, when people had to walk just about everywhere they went, they did not go too far as a rule; they were rather limited in the extent of their mobility and, as a result, you had none of the circumstances that are created by the ability to span vast distances in the matter of hours that is characteristic of our present day. A little later on when man started using a horse and the buggy, he was able to extend his field of locomotion a little farther, and this in turn had its impact on the evolution of settlement. And then, of course, the major event was the coming of the internal combustion engine and the automobile. The automobile, probably more than any single factor, altered the whole travel pattern of the people of this and other nations. It would not be inaccurate to say that it has been responsible for a very large number of the problems that stem out of that tremendous change and with which you as planners are so familiar, because it altered the whole living habits of people. Distance no longer became a major factor in the determination of where people were going to live, where their homes were going to be, and whether they were going to live near or miles away from their occupation. It created all the problems of: "How are you going to handle all the traffic and where are you going to park the cars when you aren't in them?" and all these innumerable things that you as planners have to worry about today.

Now the third factor that has had a bearing on creating this changing set of circumstances was the changing pattern of social life and this perhaps is headed up by the trend, that is so pronounced in so many parts of this country, to urban and suburban living. In Western Canada, and I suppose this is true to varying degrees all over our country, we have been experiencing for years a decline in rural population. The trend has been away from rural living, to the urban centres, either the small towns which are becoming bigger towns, or into the larger centres of population with the corresponding growth and all the problems of that growth in those areas. Suburban development, which has become a most pronounced factor all over this North American continent in the last fifty years, has created a perimeter of confusion around so many of our urban centres. And all of these factors, of course, have been amplified by the steady increase of population: more people, more cars, more travel, more homes, more businesses, more of all of these things that go to make up community life.

Four Practical Problems

Now certainly these circumstances have given rise to the very obvious need of community planning and, if community planning has become a necessity in our national life, it follows logically that community planners are necessities also, and that of course is where you come into the picture. Now may I at this place, having brought you into the picture as professionals, revert back to the purely layman's analysis of this and suggest to you what I regard as a layman as four practical problems which you as professionals have to face in this whole business of community planning in the set of circumstances that have developed as they are today.

It seems to me that the first point from which your problems stem, are the physical factors. It is extremely difficult, physically, to change situations which have built up and developed over a long period of time. If you have a city or a town established with little narrow winding streets, and you come along at a later time in the evolution of society and say it would be far better if these streets were twice the width and if

some of them were straightened out, that looks all very nice on paper; but you have the very real physical problem of altering a physical set of circumstances which already have become firmly established. You face also the difficulty that is there in meeting the increasing complexities of community life. Community life today, in my judgment, has become so complex that frankly how you, as planners, can ever be expected to think of all of the things that the people in any community are going to be interested in and are going to want as an integral part of their community living, almost staggers the imagination. And on top of that, in this field of physical problems, you have the difficulty of anticipating what the physical needs of the future in any community are going to be. When you see the tremendous evolution that has taken place in the last twenty-five years in the forms of social living as we know them today, and try and project that into the future for another twenty or twenty-five years, may be you can do it, but it seems to me, it is a pretty difficult thing to anticipate with any measure of real accuracy. I would assume that any good community planner would be anxious in his planning not only to take care of the present requirements, but he would also be anxious to create a situation which would be sufficiently flexible to take care of the anticipated future. In this way there would be no need in another 25 years time to tear the whole thing to pieces and put it together in some other form—as you are having to do today with those things which were done in the past when planning was almost non-existent.

The second practical problem you seem to face, is in the aesthetic field. This has some relation to the physical. There is a need for a happy balance between those things that meet the practical requirements of a community and the need to satisfy the aesthetic tastes of the people who are going to live in that community. This problem certainly is not made any easier by virtue of the fact that the tastes of people do differ a great deal, and that there is a tendency on the part of people, in these as in all other things, to go to extremes. You will have some people and I suppose you have some planners like this, whose whole emphasis will be purely on the functional or what they call the practical aspects of the physical facilities that are being provided; and you will have the extreme on the other side who is prepared to submerge the more functional aspects of a plan to conform to the aesthetic tastes of people. Now I don't want to give the erroneous impression or suggest for a moment that because a thing is practical it can't be aesthetic, or meet the aesthetic tastes of people. It seems to me it is possible to have an intelligent combination of both. The fact that you have to bring the aesthetic tastes of people into the picture along with the functional and practical aspects of that which you plan is one of the things which materially adds to the kind of problem you face as professional planners.

The third problem that enters into the picture is the financial factor. It is true and we have to live with the fact that this always will be true, that the costs involved are often the limiting factors in the extent to which we can go in carrying into practical application those plans which we could put down on paper and which would seem so ideal to us in that form. For after all, it seems to me that you as planners and those of us in positions of government must never lose sight of the fact that when somebody designs a community plan or a national plan or a provincial plan, or whatever area or unit it is, that involves heavy financial factors which are going to fall either on the individual whose personal property or business property is affected financially by the implementation of that plan, or on the public purse from which funds may be drawn to implement these things; it thereby falls as a burden on every citizen of the community. We must always give consideration, and serious consideration, to the financial impact that the implementation of any of these plans brings about.

The fourth factor that contributes to this situation is the human factor; I suggest to you that this is probably the most difficult, certainly the hardest to define and, in some respects, the most serious. It stems primarily from two things: In the first place, human nature being what it is, there is always substantial difference of opinion between people as to what is and what isn't the best thing to do. Now I don't know whether you planners have found that out, but I can tell you that anybody who has been in government a little while finds it out very quickly. What may seem to one to be the obvious, logical, sensible, intelligent thing to do, to another it is simply terrible and he just can't understand why anybody could be so stupid as to suggest a course of that kind. Now I am quite confident you have to meet that human element in the type of work in which you are engaged. However, that isn't the serious phase of the human aspect of this problem. The serious part of the human aspect, in my opinion, is the fact that whenever planning on a community scale becomes a factor in the development of an area, it inevitably leads to some measure of interference with the individual's position with what he regards as his personal and individual rights. It often involves his property; it often involves his desire to have a certain kind of business in a certain locality; it involves conflict with his interests and whether he should have access highways or a freeway or a throughway, or a subway or some other way between two areas in which he is interested. All of these things affect what he regards, and I suggest rightly regards, as individual rights and interests in which he is involved not only financially but which touches on that most sacred thing to all of us, the right of the individual to have the widest maximum of personal freedom and choice of action, consistent with the safeguard of the interests of society as a whole. And this is why, and I am sure you know this better than I do, that the cry of bureaucracy is raised repeatedly with respect to the field of community planning and the work of those who are engaged in that field. I suggest to you, ladies and gentlemen, that the concern about bureaucracy which is so often expressed in that field, is not without foundation. As planners you have to recognize this, because the very nature of the thing you are trying to do inevitably, at some place or another, comes into conflict with the rights and the desires and the freedoms of choice of the individual. You can set up machinery and take away a man's land from him on the grounds that it is in the public interest, and I wouldn't argue that there aren't cases in which a very sound

valid argument can be made for that; but let's not fool ourselves; when that is done, we are interfering with the rights of an individual, and it therefore becomes a very serious factor. This human aspect, in my judgment at least, is one of the most difficult phases of this whole area of planning.

Three Ground Rules

Now with that in mind, might I suggest to you, again as a layman, what I have called three ground rules for planners.

The first ground rule I would put down, as a layman, is this: *Always give human considerations, high if not top priority in your decisions.* You know, Mr. President, if I should by some streak of magic ever be given the opportunity to train a group of planners, I think I would want them to have about a four-year highly concentrated course, and I would want to take the first three years to say to them every day, and every hour on the hour, "Listen, whatever you do, remember that the individual's inalienable rights should always have priority over the attainment of a planner's greed". Because I want to get it into the man's mind that, while he has a job to do, the nature of his job is such that he is going to come into conflict with the rights of individual men and women, with the interference of their personal plans as human beings. And I would want him to know, above everything else, that anything that interferes with individual or collective desires and freedom of choice is not a matter to be taken lightly, but a matter to be regarded very, very seriously. Such interference with individual interests and rights surely must be held to the absolute minimum that is consistent with a recognition of obvious public benefits. My whole point is that you cannot have community planning in the interests of society as a whole without a conflict of interests between that and the interests of some individuals who are involved. You have the almost impossible task of trying to reconcile those two situations. We talk of this term "public good". If I think of the things that have been done down the years in the public good, it would make up a list a mile long. Everything, if somebody wants to do it, is always in the public good. We find that in governments any piece of legislation you pass is always in the public good. Now maybe that's true, but my only point is don't forget that merely because we use that glib term "public good" or "public interest", it does not minimize in any degree the right of the most humble citizen of the community to have his personal rights respected and his personal freedom of choice unhindered—unless the situation is such, as I've said, that obviously in the interest of all concerned, you cannot let the interest of one outweigh or outbalance the other. So I put that down as the first ground rule.

The second ground rule I'd like to put down is this: *Always keep a strong emphasis on practicability and common sense.* Now, I guess there is very little harm in personal eccentricities, if a man confines those to his own business and his own home. For example, I suppose if some fellow building a home wanted to put the bath tub in the living room, well, after all, it's his home; he is paying for it and he is the fellow who is going to take a bath in it; it doesn't matter too much to other people. But I do suggest to you that there is no place in community planning for eccentricities of any kind, because here you have the interests of a lot of people involved. Maybe this is an unnecessary ground rule, Mr. President; if it is, you'll forgive me because it is my ignorance as a layman. But I put it in because I confess to you that I have seen and read some planning that reminds me of our so-called modern art, and I define modern art as the painful expression of a confused mind. I like things to be progressive and modern but my whole point in this ground rule is, as planners, dealing with the public welfare and over all good, you haven't any room for eccentricities and that you can keep those for your own home along with the modern art.

My third ground rule is this: *As far as possible keep community planning advisory rather than mandatory.* Now I don't mean by that that there does not have to be some compulsory features in the implementation of sound community planning. I think we have to be realistic and recognize that this is true. But the belief that I pass on to you is this—in a democratic society, whenever it comes to mandatory actions, or to compulsory actions, those aspects inevitably belong to the realm of elected government, not to the realm of appointed professional planners. I think that is a fundamental principle that needs to be recognized by governments and by planners alike. For surely, if our democratic form of free society means anything worthwhile, it means that in a democracy, the public, the electors, must retain their proper control in matters that affect their interests and their welfare; I submit to you that the only way they can do that, when they are getting into the fields of interference with private property, private interests, private desires and personal freedom of choice, is to leave the compulsory mandatory features to the field of elected government, whether it be municipal or provincial or federal. The specific level makes no difference; it is the principle I am talking about. Only as long as those things remain in that field, do the people themselves retain, through the exercise of a democratic form of society, the proper measure of control that they should always have when their interests, and their welfare and their freedoms of choice are being involved. And they can't possibly have that control if these arbitrary powers are exercised by appointed officials who are not subject to a democratic suggestion of public opinion and public will.

Now I think I have said enough about that. Let me close by trying to make a little application of these ground rules and of these thoughts I have tried to express in another sense. May I suggest to you, ladies and gentlemen, that these problems in your field are not unrelated to a bigger and worldwide problem in this twentieth century. I think everyone of us tonight could agree that there is a great need, a very obvious need, for some intelligent planning today in the whole world family of men and nations. We talk about the slum areas of our cities; this old world has got a lot of slum areas yet. We talk about the rundown areas, and the underprivileged areas of our great urban centres, and we forget that two-thirds of the entire world's population goes to sleep hungry every night. We read

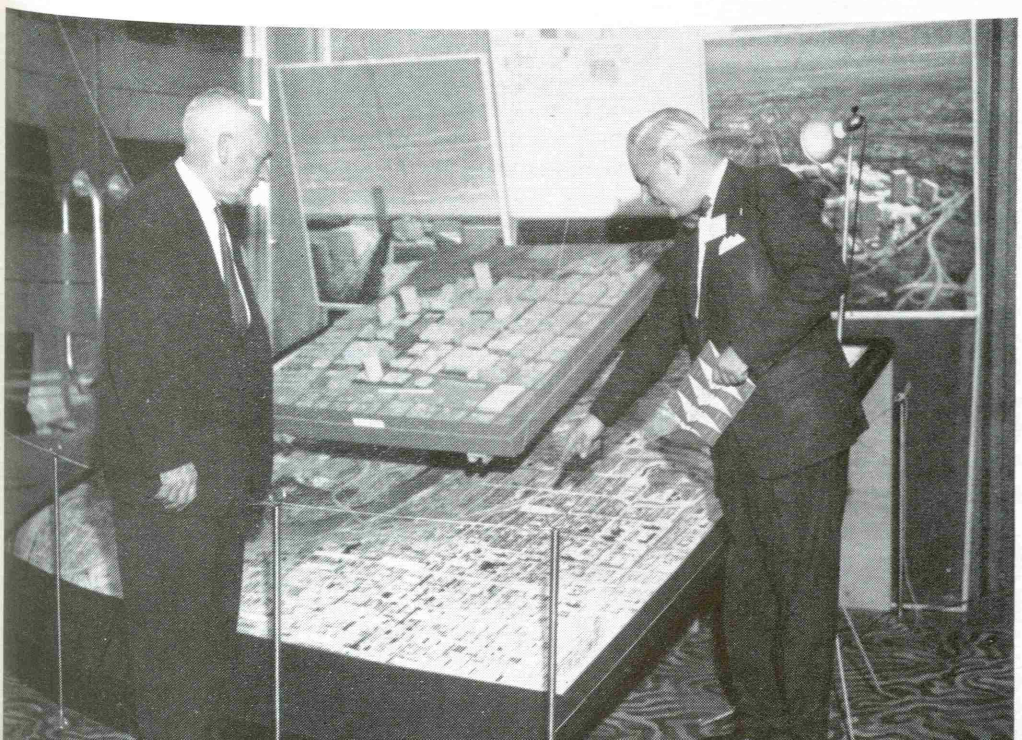
the statistics that tell us that 6 and 7 hundred millions of people are packed into a little tight area of land in the oriental countries of the world; and then we come out here to Western Canada and in our own Province of Alberta where we have only five people to each square mile of land. Why, if you turned the five out on a mile square tract of land at night you'd go out with twenty men with rifles and you couldn't get one of them by morning. There are so few of them when you get them spread around, and yet you have other parts of the world where you have to stand them up on end because there is no room to lay them down flat there are so many.

I think the world itself, ladies and gentlemen, has plenty of evidence of need of some intelligent planning if we are going to feed the hungry, if we are going to house the homeless, if we are going to care for the sick, if we are going to educate the ignorant and the neglected. I think we can all agree the need is there. My proposition to you is this—that there is no success attainable in this world field, through individual nations and individual world powers seeking to force their particular plan for mankind, their particular way of life on their fellows. That is what we have been doing for years. We are getting the world split up into armed camps, each with its own philosophy of life, saying, "If we could only get the others to accept ours, even if we have to force it on them, that will solve our problems". I suggest to you that this is the course that has brought humanity in this twentieth century to the brink of self-annihilation. And it is the situation that probably poses the greater threat to our future as a human race than any single thing that we face today. It seems to me we have to recognize this: that whether hostile or whether well-meaning, the efforts of men to impose on other people their particular way of life are inevitably going to be regarded by those people as interference with their rights and with their way of life. It isn't going to be accepted quite readily. It isn't going to be welcomed. It is going to be resented as interference.

And so it seems to me that, as at community level, so we must recognize on a world scale, the importance and the necessity of respect for the rights and the freedoms of choice of others, no matter how much superior we may consider ourselves in our ideas of what should be done, and what we would like to see done, and what, if they'd only listen to us, would be done. We must always remember that those with a good and a sound idea, if they are persistent, can lead but they cannot force their will on others without inevitable disaster. It seems to me that this is pretty clear in the world scale today, and I suggest that it is no different in principle to the problem that you face right down to the smallest area of community planning.

And it leads me to this conclusion, that perhaps the best definition of a good planner would be something like this—*an intelligent leader of men whose constructive ideas are such that they command respect and admiration and the voluntary support of others.*

Thank you, ladies and gentlemen.



James B. Gee, of the Alberta Departme of Town and Rural Planning, points out detail on a model of a downtown redeve opment proposal for Edmonton to one the Conference delegates. Mr. Gee was charge of the extensive display area.

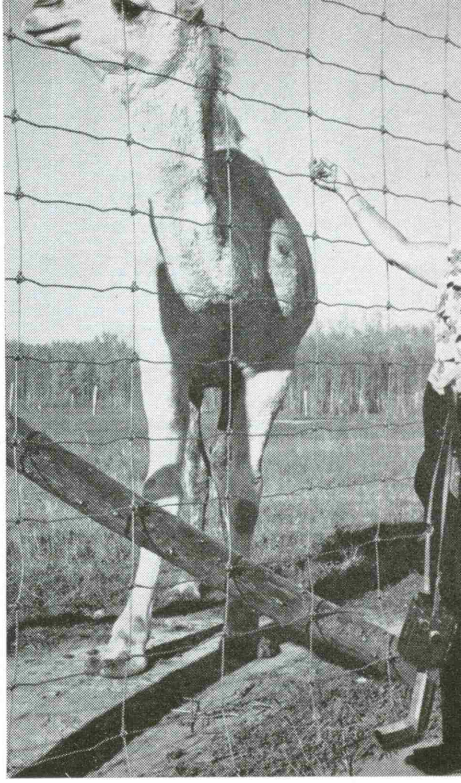
TROIS RÈGLES FONDAMENTALES POUR LES URBANISTES

Extraits d'une causerie présentée par l'honorable E.-C. Manning, premier ministre de l'Alberta, lors du banquet de la Conférence

1. La première règle fondamentale que j'établirais en tant que profane est la suivante: *Accordez toujours aux considérations humaines une grande sinon la plus haute priorité dans vos décisions.* Si par quelque miracle, il arrive que j'aie jamais l'occasion d'entraîner un groupe d'urbanistes, je crois que je voudrais qu'ils suivent un cours très concentré en quatre ans, et je voudrais pendant les trois premières années leur répéter chaque jour et à chaque heure sur l'heure, "écoutez bien, peu importe ce que vous faites, n'oubliez pas que les droits inaliénables d'un particulier devraient toujours avoir la priorité sur la réalisation de l'avidité de l'urbaniste". Parce que je voudrais bien imprégner l'esprit de cet homme que même s'il a un travail à faire, la nature de son travail est telle qu'il viendra en conflit avec les droits des particuliers, tant homme que femme, en intervenant dans leurs plans personnels en tant qu'êtres humains. Et je voudrais qu'il sache surtout, que toute chose qui intervient dans les désirs particuliers ou collectifs et la liberté du choix, n'est pas une chose qu'il faut traiter à la légère mais une chose qu'il faut considérer très très sérieusement. Cette intervention dans les intérêts et les droits particuliers doit être réduite au strict minimum, tout en ne manquant pas de considérer les bénéfices publics évidents. Il est impossible d'avoir de l'urbanisme dans l'intérêt de la Société comme un tout sans qu'il y ait conflit des intérêts entre celle-ci et les intérêts de quelques particuliers qui sont intéressés. Vous avez la tâche quasi-impossible de tenter de réconcilier ces deux situations. Nous parlons de ce terme "bien public". Si je songe aux choses qui ont été faites au cours des années pour le bien public, j'aurais une liste d'un mille de longueur. Toute chose, si quelqu'un veut le faire, est toujours pour le bien public. Nous trouvons que dans les gouvernements toute législation que vous passez est toujours pour le bien public. Ceci peut bien être vrai mais n'oubliez pas que même si nous employons l'expression spécieuse "bien public" ou "intérêt public", ceci ne minimise aucunement le droit du plus humble citoyen de la communauté de faire respecter ses droits personnels et sa liberté personnelle de choisir sans entrave—à moins que la situation ne soit telle que, de toute évidence, dans l'intérêt de toutes les personnes concernées, vous ne puissiez pas laisser l'intérêt d'un seul valoir plus que celui des autres.

2. Le deuxième règle fondamentale que j'aimerais formuler: *Insistez toujours avec emphase sur la practicabilité et le sens commun.* Je crois qu'il n'y a à peu près aucun mal aux excentricités personnelles, si un homme les restreint à son propre commerce ou sa propre maison. Par exemple, je suppose que si quelqu'un construisait une maison et voulait installer une baignoire dans le vivoir, eh bien! après tout, c'est sa maison; c'est lui qui paie et c'est lui qui va y prendre son bain; cela importe peu aux autres. Mais je tiens à vous faire remarquer qu'il n'y a pas de place dans l'urbanisme pour des excentricités d'aucune espèce, parce qu'il y va ici de l'intérêt de beaucoup de personnes. C'est peut-être là une règle fondamentale inutile; et dans ce cas, veuillez excuser mon ignorance de profane. Mais je l'inclus parce que je dois vous confesser que j'ai vu et lu certains travaux de planning qui me rappellent notre soi-disant art moderne, et je définis l'art moderne comme une expression douloureuse d'un esprit confus. J'aime que les choses soient progressives et modernes mais, ce sur quoi j'insiste dans la présente règle fondamentale est que, en tant qu'urbanistes, s'occupant du bien-être public et du bien général, vous n'avez plus le loisir d'avoir recours à des excentricités et vous pouvez les réserver à votre propre maison avec l'art moderne.

3. Ma troisième règle fondamentale s'exprime comme suit: *Dans la mesure du possible, conservez à l'urbanisme son caractère consultatif plutôt qu'obligatoire.* Je ne veux pas dire par là qu'il ne doit pas y avoir de caractéristiques coercitives dans la mise en oeuvre d'un planning sain. Je crois qu'il nous faut être réaliste et reconnaître que ceci est vrai. Mais la conviction dont je vous fais part est celle-ci—dans une société démocratique, chaque fois qu'il est question d'actions obligatoires ou d'actions coercitives, ces aspects appartiennent inévitablement au domaine du gouvernement élu et non au domaine d'un urbaniste professionnel nommé. Je crois que c'est là un principe fondamental que se doivent de reconnaitre tant les gouvernements que les urbanistes. De toute évidence, si notre forme démocratique de société libre a une certaine signification, ceci veut dire que dans une démocratie, le public et les électeurs doivent retenir leur propre contrôle dans les domaines qui affectent leurs intérêts et leur bien-être; j'allègue que le seul moyen que les urbanistes peuvent réaliser ceci, lorsqu'ils s'introduisent dans les domaines d'intervention dans la propriété privée, les intérêts privés, les désirs privés et la liberté personnelle de choix, est de laisser les aspects obligatoires et coercitifs au domaine du gouvernement élu, soit municipal, soit provincial, soit fédéral. Le niveau particulier importe peu; c'est du principe dont il s'agit. Aussi longtemps que ces sujets restent dans ce domaine, le peuple lui-même conservera, par l'exercice d'une forme démocratique de société, des mesures appropriées de contrôle qu'il devrait toujours avoir lorsque ses intérêts, son bien-être et sa liberté de choix sont en cause. Et le peuple ne peut aucunement avoir de contrôle si ces pouvoirs arbitraires sont exercés par des personnes nommées qui ne sont pas assujetties à la suggestion démocratique de l'opinion publique et de la volonté publique.



ALBERTA GAME FARM

A highlight of the special Ladies' Programme during the Conference was an afternoon visit to the Alberta Game Farm. This farm comprises 1,000 acres on which are housed more than 950 wild animals ranging all the way from the rare muskox of North America to zebras and antelope from Africa. It is the finest collection of animals of its kind in North America today.

The ladies also visited the Planetarium in Coronation Park, and attended the various meals and social functions with the delegates.

This special programme for the wives of delegates was arranged by Mrs. Janet L. Blench, assisted by Miss Yvonne Morin, both of the Alberta Division of CPAC.

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"A MIGHTY FINE

1. Mrs. C. R. Wood, MLA, Chairman of the Alberta Division of CPAC being escorted to the reception by His Worship W. R. Brunelle, Mayor of Edson. In the background, the Town Band serenades the visitors.
2. Mrs. Wood addressing the Civic Banquet.

The town of Edson, Alberta will never be forgotten by the 60 delegates from th of the Post Conference tour of the Rockies. They were accorded a civic rece

As the buses approached Edson they were stopped by police cars. Mayor W. R hours. Under police escort they toured the various new developments in the fo greeted by the Edson Town Band and 90 enthusiastic Edson citizens. Th administration and the Edson Chamber of Commerce. The rest of the festivi THE EDSON LEADER:

"Mayor Brunelle chaired the meeting and kept the proceedings moving in a li they represented and were given a tremendous ovation. Members of Edson's and other dignitaries were introduced to visitors from across Canada. The Ed

An address of welcome on behalf of the Town of Edson was given by Mayor Bru foresight and courage enough to incorporate Town Planning as the guide in th graphical location and ever-expanding economic opportunities is a wonderful

Mrs. C. R. Wood, MLA for Stony Plain constituency and Chairman of the Albe of Edson from the Executive of CPAC. Mrs. R. Graham Murray, wife of Prof. Mr. Norman Pearson, planning consultant from Hamilton, Ontario, summarized people of Edson. Mrs. L. A. Mahon spoke on behalf of the Edson Craft Centre from Edson clay.

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The reception was concluded rapidly and it wa return to their chartered Greyhound buses, as t Edson for a long time."

After the delegates boarded the buses, they took Mrs. Wood to the Edson Craft Centre to mark had received. This money will be used to assis

"We're a Town", the song which everyone sang Gwen Pharis Ringwood and Chet Lambertson to delegates who had the good fortune to meet t

"We've got smal
Big town zip an
You can't beat

I repeat —
You can't beat

)N

LITTLE TOWN!"

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lanning Conference who stopped off there for a few hours on the first day far exceeded all they had heard about traditional western hospitality.

arded the buses and placed all the delegates under close arrest for three town of Edson, finally arriving at the Edson Motor Hotel where they were were marched into a reception and banquet co-sponsored by the town described in the words of the report which subsequently appeared in

rmative manner. Guests from the CPAC were introduced by the provinces , Executives of the Chamber of Commerce, Service Clubs, School Board resented the song "We're a Town" for the enjoyment of the delegates.

g out the values and advantages of living in a progressive town that had elopment of their town. Edson, with all its amenities, beautiful geo-tle down.

f CPAC, brought greetings, best wishes and a vote of thanks to the people Murray of Dalhousie University, brought greetings from the convention. the group on the tour and conveyed thanks and congratulations to the d all the visitors with charming, moulded, glazed pottery ash trays made

3. CPAC delegates disembarking from the busses before the reception.

4. Mrs. Wood presenting the gift of $125 to Edson Craft Centre President, Mrs. Rita Stelter while Mayor Brunelle (left) and Walter Kaasa, Provincial Director of Cultural Activities, look on.

(All photos on this page, courtesy of the EDSON LEADER.)

ance that the delegates were induced to me convinced that they should stay on in

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ion of $125 which was later presented by ation of the reception and the gifts they hase of a new kiln for the Craft Centre.

ion was part of a musical play written by fiftieth anniversary last year. The sixty Edson will echo the words of the song:

lly feeling,

Edson!"

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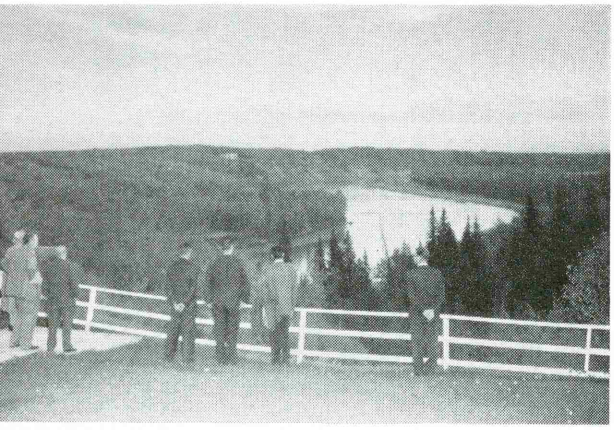

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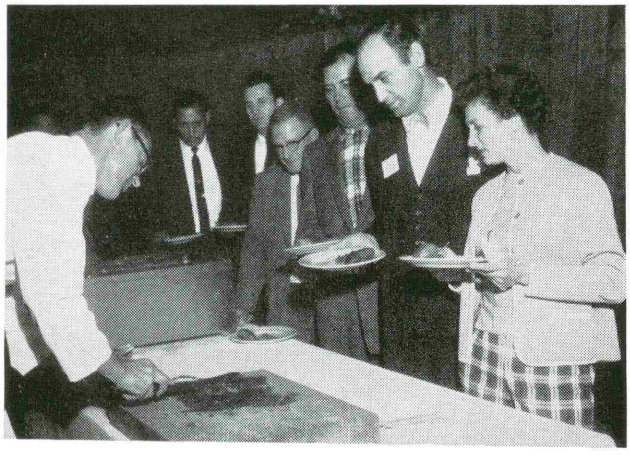

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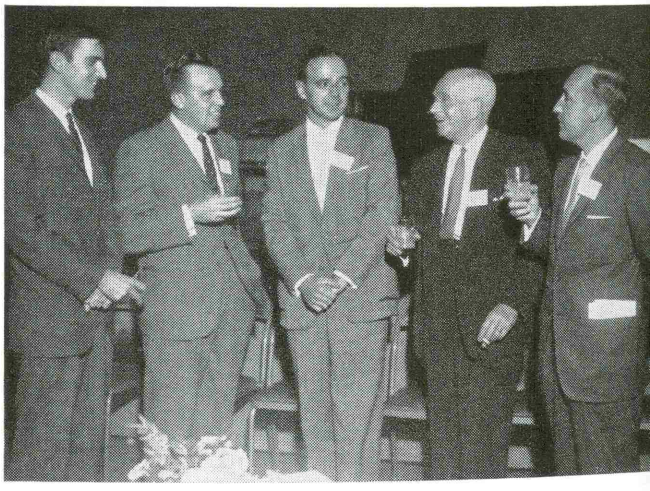
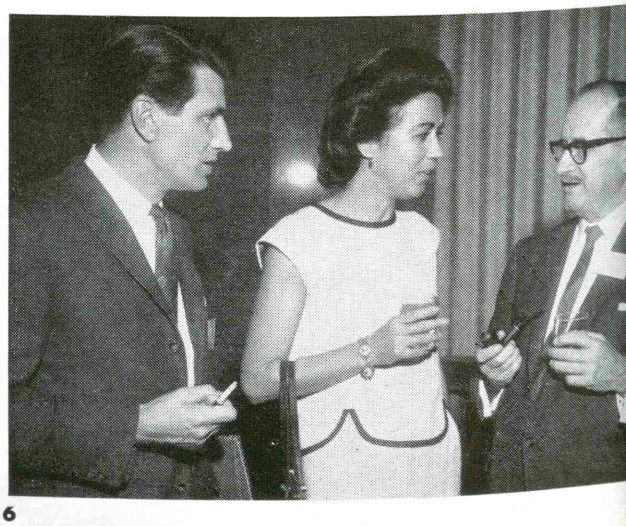


The lighter side of the Conference:

Pictures 1-3 were taken at the Barbeque Dinner at the Hillcrest Country Club, arranged by the Edmonton Branch of CPAC.

Pictures 4 & 5 were taken at the President's Reception at the close of the Conference.

Picture 6, also taken at the President's Reception, shows D. L. Makale, Chairman of the Edmonton Branch and Conference Liaison Officer, Mrs. Makale and Charles Langlois, National Councillor and Chairman of the Quebec Division of CPAC.



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SANTÉ PHYSIQUE ET URBANISME

Par le docteur M.-L. Howell

Chargé de cours "School of Physical Education", University of Alberta

J'éprouve un plaisir très vif à avoir été invité à parler devant une aussi auguste assemblée que l'Association canadienne d'urbanisme.

Je me demande un peu à quel titre je viens vous parler, car je ne connais absolument rien à l'urbanisme. Lorsque mon épouse a appris que je devais faire ce discours, elle n'a pas manqué de me faire remarquer que je ne réussissais pas trop bien à établir le plan de vie notre propre petite communauté de quatre personnes. Ainsi, vous voyez que je suis bien préparé à vous donner l'opinion experte d'un profane.

Evidemment, je possède une certaine expérience en ce qui concerne les méthodes de recherches et ceci devrait m'aider dans ma tâche.

Vous connaissez tous, l'histoire du savant qui avait entraîné un hanneton à sauter par-dessus un crayon au bruit d'un coup de feu. Lorsque le coup partait le hanneton sautait par-dessus le crayon. Disons, aux fins de notre raisonnement, que le hanneton a six pattes. Alors, le savant lui arracha deux pattes, tira un coup de feu et le hanneton sauta par-dessus le crayon. Il arracha deux autres pattes, le coup partit et encore une fois le hanneton sauta par-dessus le crayon. L'expérience approchait de son point critique. Une autre patte fut arrachée, une autre détonation se fit entendre et le hanneton sauta par-dessus le crayon. Dans un état de nervosité très grande, le savant arracha la dernière patte. Le coup de feu partit mais le hanneton ne sauta pas. Le savant éprouva un grand soulagement; son hypothèse originale était juste, à savoir que lorsqu'un hanneton est privé de ses pattes, il n'entend plus rien.

Evidemment, vous avez entendu parler aussi des deux singes qui étaient envoyés périodiquement à travers l'espace dans des capsules spatiales. Il arrivait souvent qu'ils se dépassaient en route vers des planètes étrangères. Finalement, les singes se rencontrèrent dans un laboratoire de recherches. En passant l'un dit à l'autre, en langage de singe bien entendu: "Dis-moi un peu comment aimes-tu toutes ces recherches dans l'espace"? L'autre singe secoua la tête et dit: "Je n'en pense pas grand chose, mais j'aime encore mieux cela que les recherches sur le cancer".

Et enfin, il y avait aussi l'histoire du petit garçon qui fréquentait une nouvelle école. Le professeur, voulant connaître l'étendue de son savoir, lui demanda de compter jusqu'à dix, ce que le petit garçon fit facilement et correctement—"1, 2, 3, 4, 5, 6 7, 8, 9, 10". Le professeur très satisfait, lui demanda maintenant de compter à reculons et l'enfant s'exécuta en comptant lentement—"10, 9, 8, 7, 6, 5, 4, 3, 2, 1—ZUT ALORS". "Pardon", dit le professeur, "Voulez-vous répéter s'il vous plaît". L'enfant reprit encore une fois lentement, "10, 9, 8, 7, 6, 5, 4, 3, 2, 1—ZUT ALORS". Le professeur très indigné lui dit d'un ton assez cassant: "D'où venez-vous donc mon enfant"? Le petit garçon leva la tête et dit "De Cape Canaveral Madame".

Aujourd'hui, j'aimerais vous entretenir de la santé physique et de l'urbanisme. En premier lieu, je tiens à vous dire que l'urbanisme et la santé physique peuvent très bien aller de pair. Malheureusement, cela se produit rarement. . .

Il peut, en effet, exister un rapport très distinct et très réel entre l'urbanisme bien inspiré et la santé physique, à l'intérieur d'une collectivité. Je n'emploie pas le mot santé avec un sens limité, mais plutôt comme un terme qui inclut des formes d'activité qui ont un caractère récréatif, social et athlétique.

Un orateur qui exerça sur moi une très réelle impression lorsque je l'ai entendu pour la première fois, fut le professeur Baker, de l'Université de la Saskatchewan. Je ne pourrais prétendre exprimer ses idées en mes propres mots, mais l'un des points qu'il fit ressortir, le jour où je l'entendis, était que certaines localités qui n'ont aucun droit logique d'exister, sont très actives et très vivantes. D'autres, par contre, qui devraient être vivantes, sont mortes. Il me vint immédiatement à l'esprit des noms de villes de ce grand pays—certaines bouillonnantes d'idées, de vigueur et de vie communautaire: Trail, Courtenay, Kelowna en sont des exemples; d'autres, qui possèdent des facilités et des occasions aussi remarquables, manquent de mouvement et d'inspiration—comme des personnes à l'agonie. La psychologie d'une ville m'intéresse maintenant: Qu'est-ce qui fait qu'une ville est vivante et qu'une autre est morte? L'urbanisme ne fait pas une collectivité. Les personnes font la collectivité. Toutefois, un urbanisme sage, à large portée et cultivé peut certainement aider à l'accroissement psychologique d'une ville ou d'une cité.

Je voudrais développer quatre autres points que je vous demande de méditer.

Premièrement: il existe un rapport très grand entre l'accessibilité des facilités et le progrès dans un sport ou un mode de récréation particulier.

J'ai soutenu pendant des années que le Canada est une nation athlétique, ce qui m'a valu des arguments hostiles de la part des Canadiens eux-mêmes et des rédacteurs sportifs en particulier. C'est aller à l'encontre des renseignements fournis que de dire que les Canadiens font bonne figure sur la scène athlétique. Voyez seulement les résultats que nous obtenons aux jeux Olympiques? Nos athlètes n'ont aucune chance; notre entraînement est insuffisant.

Cette année, la revue Sports Illustrated est venue à ma rescousse; en effet, cette revue a fait un relevé de tous les sports sur une base per capita. Le Canada, à la grande surprise de

certains Canadiens, s'est classé mieux que les Etats-Unis et la Russie sur une base per capita. Comment expliquer cela, lorsque des évaluations semblables après les jeux Olympiques nous placent à un niveau si honteux?

La réponse est très simple. Le mot "Olympiques" comporte un certain charme magique. Il faut se rappeler que tous les sports ne sont pas inscrits aux Olympiques. Les deux sports principaux (bien qu'il y en ait beaucoup d'autres), sont les exercises de piste et de pelouse et la natation. Au Canada, cela est facile à comprendre, ces sports ont eu très peu de chance de se développer. De fait, si on considère l'absence de facilités et en conséquence le manque d'occasion, le Canada a fait bonne figure. Combien de piscines intérieures chauffées avons-nous au Canada aux fins de concours? Combien en avons-nous en Alberta? En somme, les exercices de piste et de pelouse et la natation ne connaîtront probablement jamais qu'un développement limité au Canada, à cause de la température.

Quels sont les sports nationaux pratiqués au Canada? Le hockey, le football canadien ainsi que le curling, le patinage et la crosse canadienne, ainsi considérés par un bon nombre. Aucun de ces sports n'est un sport olympique d'été et le Canada fait très bonne figure dans la pratique de chacun d'eux. Ce sont, en effet, les sports canadiens, les sports qui ont été développés et pratiqués à cause des grandes facilités qui sont à notre portée. En effet, il ne faut pas tellement d'imagination pour construire une patinoire extérieure en vue d'y jouer au hockey, à Edmonton, en hiver, et c'est ainsi que le Canada pratique si bien ce sport, alors qu'au dernier rapport l'Australie avait une équipe de hockey animée de beaucoup de bonne volonté—impatiente de perdre une partie par 20 ou 30 buts. L'Australie n'a de fait aucune ambition sérieuse en ce qui concerne le hockey. Logiquement parlant, le Canada devrait-il espérer bien réussir dans les sports de piste et de pelouse?

L'accessibilité des facilités et l'occasion peuvent produire des merveilles. Cependant, l'inspiration peut aussi produire des résultats merveilleux. Prenons par exemple Fred Foote et le jeune Bruce Kidd, de Toronto, Frank Read et la remarquable équipe de rameurs de l'Université de la Colombie-Britannique. Cependant, en général, il faut donner aux personnes les facilités voulues. Quelques-uns des meilleurs nageurs du monde sont venus de Ocean Falls—c'est une des rares villes de notre pays où les enfants peuvent nager à l'intérieur à l'année longue.

Considérons les Konrads, John et Ilsa, qui ont établi, ensemble, la majorité des records de natation du monde. De merveilleux enfants de l'Australie! La vérité c'est qu'ils sont nés en Lettonie et s'ils y étaient demeurés au lieu d'immigrer, il est douteux qu'ils auraient jamais même appris à nager. Mais, deux jeunes Lettoniens ont pu bénéficier des facilités prévues pour la natation et l'entraînement spécialisé en Australie. Combien d'enfants de ce genre avons-nous au Canada? Combien avons-nous de Mary Stewarts?

Deuxièmement: le principe général directeur en urbanisme en ce qui a trait à la santé physique devrait être d'insister sur l'utilisation des facilités par le plus grand nombre possible de personnes.

Je vous ai peut-être jusqu'à maintenant donné l'impression que je désire faire de tous les enfants une Mary Stewart ou un Bruce Kidd. Ce n'est pas le cas, bien que j'aimerais voir se réaliser un entourage où un enfant pourrait devenir un tel champion, si lui-même et ses parents le désiraient. Je n'ai pas du tout l'intention d'établir une race supérieure mais plutôt de procurer des formes d'activité saines, propres, agréables et qui engendrent la santé physique, dans le sens le plus large du terme, au plus grand nombre possible de nos citoyens.

Je regarde autour de moi à Edmonton où vous êtes rassemblés, et je vois le club Glenora, le club Derrick et ainsi de suite—des développements de bonne inspiration qui ont permis à un si grand nombre de personnes qui n'en avaient encore jamais eu l'occasion, de s'adonner au golf, au badminton, à la balle au mur avec ou sans raquette, au tennis, à la natation, au curling et à un grand nombre d'autres exercices semblables. Que faisaient tous ces gens auparavant? Quelle occasion avaient-il de s'adonner à une aussi vaste gamme de formes de récréation? La réalisation de tels projets, maintenue dans des limites financières raisonnables, devrait être étudiée par chaque collectivité. Des facilités de ce genre et d'autres semblables sont de nature à faire participer vraiment des familles toute entières à ces avantages et à assurer la santé physique d'un nombre toujours plus élevé de personnes.

Troisièmement: les urbanistes ainsi que les gouvernements locaux et provinciaux devraient encourager totalement l'utilisation des écoles par les collectivités.

L'un des gaspillages les plus considérables qui se fait au Canada de nos jours se produit dans les écoles. Des millions de dollars sont dépensés dans les collectivités pour construire des écoles modernes idéales—avec gymnases, dans certains cas des piscines, auditoriums, terrains de jeu, ainsi de suite. Le point central d'une collectivité devrait être l'école et les services ou installations ne devraient pas être doublés. *Les écoles à l'usage de la collectivité*—tel devrait être le cri de ralliement de tous les urbanistes et nous aurions de *meilleures* écoles et de *meilleures* collectivités. L'école devrait servir de centre communautaire, de centre de récréation. Cette question fait l'objet d'une préoccupation de plus en plus grande et il se dessine un mouvement distinct en vue de rapprocher l'école et la collectivité.

Ceci m'amène à vous parler d'un autre sujet irritant. La législation *de tolérance* qui existe dans presque toutes les provinces au sujet des champs de jeu. A Vancouver, par exemple, en 1957, il n'y avait que 12 acres de terrain réservés au sport pour desservir des écoles qui comptaient 50,000 élèves. Cette situation a quelque peu changé au cours des dernières années par suite d'une direction mieux éclairée. La loi régissant l'école à Vancouver *recommande* de réserver une certaine étendue de terrain pour le jeu, par groupe de mille enfants, mais ne *l'exige* pas. Et cette léglislation *facultative* se répète dans tout le pays.

Les visiteurs des autres pays sont surpris de l'absence de terrains réservés au jeu autour de nos écoles. En Angleterre, en Nouvelle-Zélande, en Afrique du sud, des installations suffisantes pour le jeu sont fournies aux enfants. Le Canada, qui comprend de si vastes étendues de terrain n'a pas manifesté

beaucoup d'imagination dans l'aménagement de ces zones scolaires. Il est grandement nécessaire de considérer d'une façon plus éclairée la question d'aménager les zones scolaires de façon qu'elles puissent être utilisées au cours des soirées, des fins de semaine, et en été par toute la collectivité.

Quatrièmement: les besoins et les intérêts des Canadiens devraient servir de principe directeur dans l'établissement de formes d'activité destinées à assurer la santé physique de la collectivité, et ou devrait donner libre cours à l'imagination et l'inspiration.

Il est grandement nécessaire que des études soient faites sur tous les genres de collectivités et sur les localités d'importance diverse. Quelles sont les installations ou services que les familles requièrent aux fins de récréation? Quels sont les principaux besoins à l'intérieur des collectivités?

Il est aussi grandement nécessaire d'encourager certains genres d'activité qui font partie de notre héritage. Combien parmi nous aimeraient faire du canotage—si nous possédions un canot, si quelqu'un nous montrait comment nous en servir et si nous savions où aller? Et pourtant l'un des jeux olympiques est précisément le canotage canadien où le Canada se fait humilier—par des Européens. Lorsque les étrangers pensent au Canada, ils pensent aux exploits des "voyageurs".

Pas plus tard que l'été dernier, j'ai lu quelque part que le YMCA emmenait des groupes d'enfants descendre en canot la rivière Saskatchewan, de Rocky Mountain House. Quel entraînement, quelle histoire, quelle expérience! Chacun de ces enfants aura des choses à raconter pour le reste de sa vie. Ils ont touché et senti la gloire, la sérénité, l'histoire et les merveilles de notre grand pays, comme nous voudrions tous le faire.

Dans cet immense pays, nous sommes aussi arriérés dans un autre genre de planning—le camping scolaire. L'enseignement des écoles n'est pas uniquement livresque, il comprend aussi des expériences; le caractère des enfants formé à l'école demeure souvent pendant toute la vie. Nous avons tendance à garder les habitudes que nous avons prises comme adolescents. Les changements dans notre culture—la semaine de 40 heures, ainsi de suite—nous ont donné plus de temps libre que nous ne savons pas toujours employer. Nous devons tous apprendre à mieux connaître personnellement notre milieu, à savoir en profiter et l'apprécier. Nous devrions tous avoir l'occasion d'apprendre l'équitation, la pêche, le camping, à reconnaître les arbres et les plantes qui poussent autour de nous ainsi que les moissons dans les champs; nous devrions tous savoir vivre en plein air et retrouver notre route dans la forêt.

Il est probable que le meilleur camping scolaire se fait en Australie. Cette activité a été presque uniquement développée par un seul homme. Un Australien? Non! Un Lettonien? Non! Un Canadien? Oui! Il est plutôt ironique de constater que l'homme choisi il y a environ 30 ans pour diriger l'éducation physique à New South Wales, Australie, était un Canadien—Gordon Young. Et sa principale contribution à cette oeuvre, bien qu'il soit difficile de choisir un réalisation particulière, a été l'établissement du camping scolaire. Chaque enfant a l'occasion de faire du camping durant la période qu'il passe à l'école, et chaque enfant à New South Wales prendra contact directement avec le milieu australien.

Des projets de ce genre deviennent plus connus et plus favorisés dans notre pays; une île à quelques milles de la cité de Toronto est employée à cette fin maintenant. La température ne devrait pas être un facteur à considérer; pourquoi pas un camp d'hiver?

Les urbanistes provinciaux devraient exploiter davantage l'histoire du Canada, en encourageant la population à s'engager dans les routes suivies par les "voyageurs", dans les sentiers fréquentés par les premiers colons. L'exploration de notre pays n'est pas terminée. L'exploration ne devrait, de fait, que commencer—elle devrait se faire par nos citoyens.

En somme donc, un urbanisme aux vues larges et d'une vaste portée peut aider à l'accroissement psychologique, moral et physique d'une collectivité et de sa population de la façon suivante:

1. En déterminant les besoins de récréation, sociaux et physiques des collectivités et en insistant sur les besoins et les espoirs des Canadiens dans le développement ultime des services requis.
2. En encourageant la participation de la population et en lui en fournissant l'occasion par la prévision de facilités d'accès aux nombreuses et diverses formes d'activité.
3. En encourageant publiquement la participation de la population et les diverses formes d'activité. L'amour du mouvement et de la vie à l'extérieur devrait faire partie de notre genre de vie.
4. En établissant le camping scolaire afin de donner à un plus grand nombre de Canadiens l'occasion de comprendre et d'apprécier le Canada et ses remarquables beautés naturelles.
5. En utilisant davantage les écoles comme des centres de récréation pour toute la collectivité.

PHYSICAL FITNESS AND COMMUNITY PLANNING

Dr. M. L. Howell
Associate Professor, School of Physical Education,
University of Education

It is a distinct pleasure to be asked to speak to such an august group as the Community Planning Association.

My qualifications speak for themselves. I know nothing of Community Planning. My wife, when told I was to give this speech, remarked that I was not too good at planning for our own small community of four. So I am well-equipped to give you the expert opinion of the non-expert.

But of course I have had some experience with research practices, and this should help in this task.

Though, of course, there is the story of the scientist who trained the beetle to jump over the pencil at the sound of a pistol. When the gun went off, the beetle jumped over the pencil. Let's say, for argument's sake, that the beetle has six legs. So the scientist took off two legs, the gun went off—and the beetle jumped over the pencil. He took off another two legs, the gun went off—and again the beetle jumped over the pencil. The experiment was reaching its climax. One leg came off, the gun went off—and the beetle jumped over the pencil. With considerable nervousness the scientist removed the last leg. The gun went off—and the beetle did not jump. The scientist felt relieved; his original hypothesis was correct: When the legs of a beetle are removed its hearing is affected.

And of course you may have heard of the two space monkeys who were sent up periodically in space capsules. Often times they would pass one another on the way to exotic planets. Finally the monkeys met in a research laboratory. In passing, one said in monkey language to the other—"By the way, how do you like all this space research." The other shook his head and said, "Well, it's not too good—but it sure beats cancer research."

And there was the story of the little boy who went to a new school. The teacher wanted to find out how much he knew, so asked him to count to ten, which the boy did easily and correctly—"1, 2, 3, 4, 5, 6, 7, 8, 9, 10". The teacher, quite pleased, now asked him to count backwards, which he did. The boy said slowly—"10, 9, 8, 7, 6, 5, 4, 3, 2, 1—DAMN". "I beg your pardon", said the teacher, "would you mind saying that again". The boy said slowly, "10, 9, 8, 7, 6, 5, 4, 3, 2, 1 —DAMN". The teacher, very indignant, said curtly, "Where are you from, boy?" The little fellow looked up and said, "Cape Canaveral, Ma'm".

Well, what I would like to talk on today is Physical Fitness and Community Planning. First of all, I would like to say that community planning and physical fitness *can* go hand in hand. Unfortunately, they rarely do.

I would like to show how I think community planning may help fitness and recreation. I would like to show slides I have collected from some countries I have visited to show how proper and sensible planning may help children and adults better approach recreation and games. (Dr. Howell showed an interesting collection of slides from Europe, Australia and the U.S.A. at this point.)

These slides serve to set the framework for many of the things that I have to say.

First, to repeat, it is felt that there can be a very distinct and real relationship between enlightened community planning and fitness within that community. Fitness is not used in a limited sense by me, but is meant to include activities that are recreational and social as well as athletic.

A speaker who made a very real impression on me when I first heard him was Professor Baker of the University of Saskatchewan. My own words could not hope to approach him, but one of the points he made on the day I heard him was that some communities which have no logical right to even exist are highly active and alive. Others which should be alive are dead. My mind immediately conjured up towns in this great country —some seething with ideas and vigour and community participation: Trail, Courtenay, Kelowna are examples of this; others, with equally fine facilities and opportunities, lack movement and inspiration—like people in the throes of death. The psychology of a town now interests me: What makes one town live and another die? Planning does not make a community. People make a community. But wise and broad and cultured planning can certainly assist in the psychological growth of a town or city.

I would like to develop four more points for your consideration.

First: there is a high degree of relationship between accessibility of facilities and progress in a particular sport or recreation.

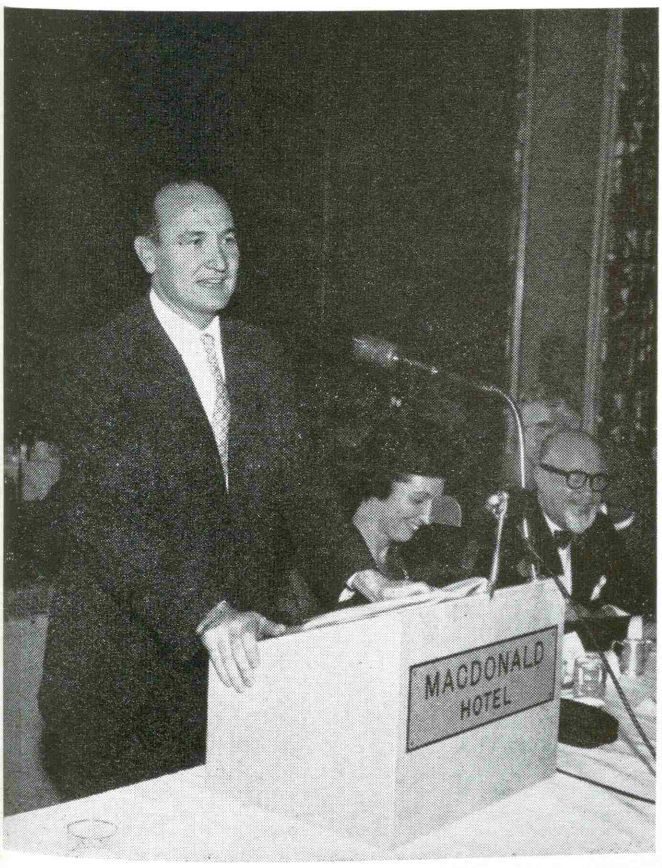
I have maintained for years that Canada is an athletic nation, to be met by hostile argument from Canadians themselves, sportswriters in particular. It is going against the information one is fed that Canadians do well on the athletic scene. Why, look how we do in the Olympics? Our athletes are hopeless; our coaching inadequate.

And to my rescue this year, has come Sports Illustrated, in which they did a survey of all sports on a per capita basis. Canada, much to the surprise of certain Canadians, placed higher than the U.S. and Russia on a per capita basis. Why is

this, when similar ratings after the Olympics have us so shamefully low?

The answer is simple. There is a magic allure to the word "Olympics". It should be remembered that not all sports are played in the Olympics. The two main sports (though there are many more) are track and field and swimming. In Canada, and understandably so, these sports have had limited growth. In fact, considering the lack of facilities and consequently the lack of opportunity, Canada has done very well. How many indoor heated pools for competitive use are there in Canada? How many in Alberta? Track and field and swimming will probably always have limited growth in Canada, because of weather alone.

What are Canada's national sports? Probably hockey and Canadian football, with curling and skating and lacrosse considered by many. Not one is a summer Olympic sport, and Canada does pretty well at all of these. They are the Canadian sports, the sports that have developed because of ready-made facilities. It doesn't take much imagination to build an outdoor ice-hockey rink in Edmonton in the winter and this is how Canada has done so well in hockey, whereas at last count Australia had a very willing hockey team—eager to lose by 20 or 30 goals a match. Australia has no great ambition in ice-hockey. Logically, should Canada expect to do well in track and field?



Dr. M. L. Howell delivering the address reproduced above, at one of the Conference luncheons. In the background: Mrs. R. H. Scrivener, National Councillor and Chairman of the Ontario Division of CPAC, who presided at the luncheon, and Jacques Simard, Immediate Past President of the Association.

Accessibility of facilities and opportunity can produce wonders. But inspiration can do much. Look at Fred Foote and young Bruce Kidd of Toronto, Frank Read and the wonderful U.B.C. rowing crews. But by and large you have to give people the facilities. Some of the best swimmers in the world have come from Ocean Falls—it is one of the few towns in the country where children can swim indoors all year.

Look at the Konrads, John and Ilsa, who rewrote, between them, a majority of the world swimming records. Great Australian children! Well, the plain fact is that they were born in Latvia, and if they had stayed there, instead of immigrating, it is doubtful if they would have even learned to swim. But two Latvian kids were exposed to the Australian facilities for swimming and specialized coaching. How many such kids are there in Canada? How many Mary Stewarts are there?

Second: the over all guiding principle in community planning for fitness should be to stress use for the largest possible number.

The impression may have been gained, to this point, that I am desirous of making every child into a Mary Stewart or Bruce Kidd. This is not the case, though I would like to see an environment in which a child could be such a champion, if he and his parents wanted him to be. I have no desire to make a super-race, but rather to provide wholesome and clean and enjoyable and fitness-provoking activities, in the broadest sense, for as many of our citizens as possible.

I look at Edmonton, where you gather, and see the Glenora Club, the Derrick Club, and so on—inspirational developments, which have opened up golf and badminton and squash and handball and tennis and swimming and curling and many other things to so many people who never had that opportunity. What did people do before? What opportunity for such a wide range of recreational activities was there? Such projects, held to reasonable financial limits, should be studied by every community. These and similar facilities provide for true family participation, and fitness for more and more among us.

Third: community planners and local and provincial governments should fully promote schools for community use.

One of the greatest wastes in Canada in the present day occurs in the schools. Millions of dollars are being spent in communities developing the modern school ideal—gymnasia, in some cases swimming pools, auditoriums, playing fields, and so on. The focal point of the community should be the school, and facilities should not be duplicated. *Schools for community use*—that should be a cry for all community planners, and we would have *better* schools and *better* communities. The school should serve as the community centre, the recreation centre. There is an increasing concern about this matter, and a distinct

movement to bring the school and the community closer together.

Which brings me to another peeve of mine. The *permissive* legislation that exists in almost every province pertaining to playing fields. In Vancouver, for example, in 1957, there were only 12 acres of playing fields associated with schools for 50,000 pupils. This has changed somewhat in recent years due to more enlightened guidance. But the school law in Vancouver *recommends* so many areas of playing fields per thousand children, but does not *require it*. And this permissive legislation is duplicated across the country.

Visitors from other countries are surprised at the lack of playing fields associated with schools. In England, in New Zealand, in South Africa, adequate playing facilities are provided for children. Canada, with its vast areas of land, has not shown imagination in the development of school areas. There is a great need for enlightened consideration in developing the area of the school so that it could be used evenings and weekends and in the summer by the whole community.

Fourth: Canadian needs and interests should be a guiding principle in community-fitness activities, and imagination and inspiration should rule the day.

There is a great need for studies to be made of all types and sizes of communities. What recreational facilities do families want? What are the primary needs within communities?

And there is a great need for us to foster those things of our heritage. How many of us would love to canoe—if we had a canoe, and if someone would teach us, and if we knew where to go? And yet an Olympic event is Canadian canoeing, in which Canada gets thrashed—by Europeans. When people in other countries think of Canada, they think of the exploits of the voyageurs.

Just this summer, I read of the YMCA bringing groups of children down the Saskatchewan river in canoes from Rocky Mountain House. What training, what history, what experience! Each one of those children will have a story to tell for the rest of his life. They have touched and felt the glory and serenity and history and marvel of this great country—as we would all like to.

And in this vast land, we are backward in another type of planning—school camping. Schools are not all books, but experiences; character is formed in a school that often lasts for life. We tend to continue habits we learned as adolescents. Changes in our culture—the 40-hour week, and so on—have afforded us more time than we often know what to do with. We must all learn to experience our environment, and know how to enjoy it and appreciate it. We should all have the opportunity to learn to ride, to fish, to camp, to recognize the trees and the plants we live with, the crops in the fields; we should all know how to live in the open, and find our way through the bush.

Probably the best school camping is done in Australia. It has been almost solely developed by one man. An Australian? No! A Latvian? No! A Canadian? *Yes*! It is rather ironic that the man chosen approximately 30 years ago to head physical education in New South Wales, Australia, was a Canadian—Gordon Young. And his main contribution, though it is difficult to select a single feat, was the development of school camping. Every child has the opportunity to camp during his school career, and every child in N.S.W. will experience the Australian environment.

Such projects are winning a place in this country; an island a few miles away from the city of Toronto is being used for this purpose now. Weather should not be a factor; why not a winter camp?

Provincial planners should exploit more the history of Canada by encouraging people to follow the routes of the voyageurs, the trails of the early settlers. The explorations of this country have not finished. The explorations should be just beginning—they should be by our citizens.

In summary, then, community planning with vision and scope can assist the psychological and moral and physical growth of a community and its people by:

1. Determining the recreational and social physical needs of communities, and stressing Canadian needs and hopes in the ultimate development.
2. Encouraging participation by providing opportunity through facilities for many and varied activities.
3. Publicly encouraging participation and activity. Love of movement and for our outdoors should become part of our way of life.
4. Developing school camping to allow more Canadians the opportunity of understanding and appreciating Canada and its remarkable outdoors.
5. Utilizing schools more as the focal centre for the recreational life of the community.

COMMUNITY PLANNING IN A DEMOCRACY

Stanley Ross
Barrister, Edmonton

I must tell you (in reply to an introduction by Dr. Elmer E. Roper, Mayor of Edmonton) that 10 or 15 years ago I can remember Dr. Roper as a young man expounding ideas that made my hair stand on end, and in those days I did have a few hairs that could stand on end in cases of extreme stress.

I am not telling you this simply to get into a debate with his Worship the Mayor, but simply to demonstrate to you that those very policies which such a few years ago appeared to be so extraordinary and extreme, have since then to a great extent been accepted not only as natural, but commonplace, to the point that in this democratic nation I doubt that any Government could revert to the thinking of even 10 years ago.

The topic which I have been asked to discuss is "Community Planning in a Democracy" and I felt that I should begin by endeavoring to bring home to you the fact that if a policy is good, and if the public understands its true intent, that it will be inevitably accepted.

The term "Community Planning in a Democracy" appears to me to have the connotation that Community Planning is inconsistent with Democracy, that the word "planning" is a bad word, and yet I would like to suggest to you that community planning in its very essence *is* Democracy.

I can well agree that there was a time when a group of people, being given power to alter and change the complexity of a city may have seemed outrageous. There were, and still are, those who insist that private rights must be paramount. There were, and are, those who insist that cities and towns should develop on the sole basis of the desires of those who own property. But I also suggest to you that over the years this attitude has been changing rapidly and, as the public becomes more and more aware of the need for adequate planning in order to avoid the traffic and other mistakes encountered in the older cities, that the idea of planning is already accepted by the public, and as such has become part of our democracy.

We elect City Councils, Provincial Legislators, and Federal Governments—that is Democracy in its essence, and yet how far could any of those democratic administrations operate without laws, rules and regulations. You can't even jay-walk without a penalty which is essentially imposed for our protection. Is it in any way inconsistent that planning must involve regulations and compulsion, and because it must, can it be said that it is any less democratic?

There is another factor, for example: In a Democracy, while the public may elect its representatives, it is impossible for those representatives to possess all the technical knowledge required in our complex society; therefore, it is necessary to use Experts if we are to achieve results, and while the Democratic process may determine the results that are wanted, it still remains for the Experts to bring those things about; I suggest it is foolish for anyone who is not conversant with a technical matter to attempt to dictate to the technicians as to the method by which it is to be accomplished.

If I want a simple operation, such as the removal of my appendix, I certainly don't tell the Doctor that I want the entrance to be made in the back yard; I leave it up to him as to where the best entrance should be made. By the same token, why should I feel any different about the entrance to my property, and why should not even this simple matter be left to the expert judgment of the Planner qualified to act.

His Worship Dr. Elmer E. Roper, Mayor of the City of Edmonton, welcoming the delegates to a luncheon given by the City, and introducing the speaker (right) Stanley Ross. Mayor S. L. Buckwold of Saskatoon is at the extreme right.

If I build a house, I, like every other home owner, have ideas of what I would like, and like every other home owner I get out a piece of paper and sketch my 'Dream Home', and as sure as fate I'll suddenly discover that there is no place for the front door, or that the kitchen and dining room are at opposite sides of the building. But by using an architect, he can, knowing the things I want, contrive to produce a plan that will involve some compromises, but which will still produce a structure as close to my ideal as is practical and possible. Again the lesson is that I have the democratic right of determining what I would like to see happen, just as City Council has the democratic right to indicate what it would like to see happen in a community; but it still remains to the expert to produce something, which will inevitably involve certain compromises, but which will be practical, workable, and as close to the objective as possible. If that is not Democracy, I don't know what is.

Incidentally, this reminds me of an Edmonton man who decided to build an upstairs suite in his house. He didn't want to employ an architect, and he knew that if he let the city find out, the suite would be banned, so he exercised his democratic right of building the thing himself. He rebuilt the upstairs as a completely separate unit and then, when he came to the point of providing an entrance, he discovered that if he built a front stairway on the outside, that the City Inspector would see it. So he built a stairway at the back, but unfortunately, and to his consternation, he discovered that the only way you could get from the stairway to the upstairs was through the bathroom. Now then, a front door opening into a bathroom may be something new to some of you gentlemen, but the fact remains that right here in Edmonton we have a suite that I believe is unique in all of Canada, because it is the only suite I know of where your wife can greet her guests at the front door without even having to get out of the tub!

Planning also involves traffic routes, and I notice that they are getting more complex with every passing year. I recall several years ago in Chicago, I was trying to turn around to go the opposite way on Lake Shore Boulevard. I would turn off, follow the signs, and the next thing I would know I would be back on the road still driving in the direction I was trying to reverse. Finally in desperation I swung into a "Do Not Enter" road, bumped over a curb on a traffic island, and got going in the right direction. Those days of course are now passed. You couldn't possibly do that in some of the modern traffic interchanges, but you could certainly get lost. In fact, I am waiting for the day when some City Planner comes up with the ultimate in traffic interchanges—one in which you could get trapped for days, and I suppose if that happened and you finally ran out of gas, the police would likely tag you for illegal parking.

But seriously speaking, it must be agreed that over all city planning, while inconvenient to certain people at times, affords a most necessary protection.

Recently I knew a young couple who were buying their first home. It took a bit of financing, but eventually the happy day arrived when the husband hurried home on an hour-and-a-half bus ride to tell his wife, "Honey, I have bought the house, by the Grace of God and Noel Dant, or put it the other way if you like, and we won't have a glue factory next to us for at least six months."

One further point stands out in my mind. I once had a very minor operation and I was scared stiff. The Doctor, and he wasn't as stupid as you might think, sensed the problem and took a couple of minutes to tell me exactly what he was going to cut, what he was going to remove, and exactly what would happen. I was at least impressed with the fact that he knew what he was doing and that at least he wasn't experimenting with me. I lost my fear, the operation was completed, the results were as expected, and everyone was happy.

At the beginning I mentioned Dr. Roper and his advanced ideas that are now accepted as commonplace. I have just mentioned the Doctor who explained what he was about and who satisfied me, not only that he knew what he was doing, but as to the benefits which would result. I wonder if these two facts don't completely cover "Community Planning in a Democracy."

It takes time for people to understand and accept an idea, but it also requires careful explanations as to why these ideas are necessary; with adequate explanations the public will accept the ideas, and surely that is practical Democracy.

I am one of those who believe that most people are already satisfied that without adequate town planning, any community is lost. I may be optimistic, but I believe that if the simple fact as to whether we should or should not have Town Planning were put to a vote, it would pass by an overwhelming majority.

Why then should there be any problem, or any reason to believe that "Town Planners" are not the most popular people in the world? My short answer to that is that it is not the planning that is at fault, but it is the way that the administration, by the planning departments and elected municipal representatives, mess it up that causes the difficulty.

Here in Edmonton I know of an area that was carefully plotted. It was to be a residential district. It had curved streets to reduce local traffic. It had a main artery to carry the through traffic. It had a small shopping centre and an area for churches and schools. While I know nothing about the technique of planning, I do know that this particular area, in the way that it was laid out, seemed an ideal location in which any family would be happy to build.

The plan was formulated, the citizens selected their locations according to their choice in relation to the shopping, the school, or even the main highway. They built their homes and completed their landscaping, and the grass was hardly up before an endless series of applications were filed to change the zoning, to put in filling stations, to enlarge the shopping area, to add a few industries, and in general to mess up the project. Those people supported the original plan. They paid out their savings on the basis of that original plan. What made them disgruntled and ruined their whole outlook was that their own democratically elected City Council was not prepared to back them up. They had to fight incessantly to maintain that plan they had

relied upon when they moved there. They repeatedly found members of the City Council who seemed ready to accommodate an outsider who wanted something different, and which would not only be inconsistent with the plan, but which would, in the opinion of those people who had relied upon the plan, not only depreciate the desirability of the homes they had established, but which, if continued, would spoil the whole community.

What point is there in Municipal Planning, if the plan cannot be depended upon? What point is there in building a nice home in a quiet area, with the specific desire of getting away from heavy traffic, or of being near a local park where the children can play, if the City administration immediately rams a super-highway past their front door, or allows a garage or a glue factory to be built in the park.

Having said that, I want to make it perfectly clear that I am not indulging in personalities or in any way reflecting upon the fact that I know the administrators conscientiously consider and deal with these problems. But I do want to stress that this is the factor which does create antagonisms, and that the sooner we can devise plans that can be adhered to, the sooner planning will receive the wholehearted support of everyone.

Being an ignoramous about planning, there are many aspects that I do not understand. For example, I can never understand why it is always insisted that "View Property" must have a road in front of it so that people can park and discard garbage along the view site, when the home owners would be taking pride in maintaining the property if they had the view rights.

Another point I can never understand is why a Planner will establish a main through-way, clearly commercial in its nature, and with residential areas on each side; then, after homes are established in the residential area, with full knowledge that they are adjoining a commercial area, be permitted to object to the adjoining commercial development to the point that when a legitimate business decides to build on such a commercial site, it is often opposed by several hundred of the adjoining home owners; and the fact that there is a large number objecting will often kill the project. If I build a home in a residential area right next to a traffic artery and commercial area, I know what I am doing before I build it; then why should I have any right to complain about a business going into the area which has been set aside for it?

That is the other side of the coin; if planning is to be done, in which areas are set aside for specific purposes, your plan is useless if one area can infringe upon another. The thing that arouses the most severe criticism is where an exception is made for one person and not for another, which brings me back to my point, that when a plan is formulated, it must be adhered to completely. I make the suggestion, which I know will be unpopular in certain quarters, that unless Municipal Councils are prepared, having once agreed to and adopted a plan, to stand behind it to the point where the public can have confidence that the plan is going to remain in effect, then the final decision should and must be vested in a higher supervising agency that will protect the public against the vacillating that does take place.

I must agree that, with the passing of years and the aging of buildings, a plan which is ideal today may be completely unsuitable to a community after a period of years. But once again I return to my theme, that if the nature of the community changes such that the planning of the community requires alteration, that even this should be dealt with as an area matter, and not by way of gradual infiltration.

I know of a community in Edmonton which has reached the age where it is not suitable for residential purposes and should in all probability be commercial. I know that the residents of that area complain bitterly because they feel that if individual industries are permitted, they will be left with homes that cannot be disposed of as commercial property. Yet they are forced to live with the industrial invasion, and their attitude, expressed as individuals, is that if the area has changed so completely, and in this case they agree it has, that the entire area should be re-planned on a new basis and then the new plan adhered to, so that once again they are in the position of knowing that they can depend upon the planning scheme.

Unfortunately, in built-up areas, planning sometimes involves the necessity of taking private property. While I admit that I may be challenged on this, I do suggest that in such cases there would be no problem if exchanges or purchases were made on a fair basis—and if that boot fits, I suggest you put it on. Cities that think nothing of spending millions on a development will be niggardly regarding individual property which is seriously damaged or taken away for that development. I would like to suggest that when this happens the instinctive criticism is directed against the plan that involved the interference, far more than it is directed against the method of administration.

Planning, like everything else is a matter of public relations, plus a knack of administration.

As I said at the beginning, I believe that most people agree with Planning, that expert advice should be taken, and that the advice of the experts should be accepted; and if you are worried about the aspect of Democracy, I suggest that you have your democratic support in that proposition. But what is needed, and needed badly, is adequate explanations of plans that are proposed, not only as to what they are, but why they are necessary. What is needed, even more, is to instill confidence in the public mind that, if a plan is established, it will be preserved, so that the public can feel confident that it can be depended upon for five or ten years at least without political inroads whittling it away; finally, what is needed is that degree of patience, fairness and anxiety to protect the individual, which will soften and often completely remove the complaints, when and where private rights have to be invaded. On the basis of those propositions, any Planner worth the name will receive public support, and stringent though some of the consequences may be, that support will be a democratic support.

If you do a good job and stand by it, and let the public know what you are doing and why you are doing it, this question of democracy fades out of the picture entirely. You will be simply accomplishing the very thing for which democracy strives: THE BETTERMENT OF YOUR COMMUNITY.

ALBERTA'S DISTRICT PLANNING COMMISSION

Noel Dant, Director of Town and Rural Planning for the Province of Alberta was Chairman of a special session in which the Directors of the seven District Planning Commissions in operation in Alberta explained the organisation and accomplishments of their regional planning system. The following are the written statements produced by each Director.

AIMS, OBJECTIVES AND STRUCTURE

Ron Maslin,
Director, Battle River District Planning Commission

The aim of the Alberta District Planning Commissions is a very simple one: to provide the ways and means for effective Regional Planning in the Province. That the operation is not always so simple in its execution is an indication that Alberta has paid much more than lip service to this basic objective. To implement its aim there are presently seven Planning Commissions which serve 75% of the population of the Province. Provisions of the Town and Rural Planning Act, 1955, establish the principle of Commissions and set out their powers and responsibilities.

A Commission may (a permissive provision you must note):

(a) study the resources and development of the district planning area with a view to preparing a general plan for the area,

(b) advise and assist the council of any municipality represented on the Commission
  (i) in the planning and orderly development of the municipality, and
  (ii) on matters affecting planning and orderly development that are of common concern to the municipality and any other municipality or the Province,

(c) prepare and recommend to the council of any municipality represented on the Commission a general plan, development scheme and zoning by-law, or any of them,

(d) promote public interest in the planning and orderly development of the district planning area,

(e) appoint such planning engineers, consultants and other officers as are necessary for any of the purposes of the Commission,

(f) expend such funds as are furnished by the municipalities represented on the Commission and the Province for any of the purposes of the Commission, and

(g) exercise such rights and powers and perform such duties as may be
  (i) vested in it by the Lieutenant Governor in Council, or
  (ii) delegated to it by a council of a municipality represented on the Commission.

In order to assume these responsibilities it is, of course, essential that a Commission be served by professionally qualified staff, and here is one of the further objectives of the system —to provide professional assistance to municipalities who might otherwise be unable to afford the luxury (or imposition, depending on your attitude). This objective, once satisfied, opens up another one: with a group of separate municipalities in agreement concerning the need for joint planning, and served by qualified guidance, the Provincial Government allows a certain amount of discretionary authority to the Commission to plot their own peculiar destinies. In case this statement disturbs some dearly held principles of democracy, I must add that such authority is not final and may be appealed to the Provincial Planning Advisory Board. The Board's authority is wide; it acts as a final appeal authority on all planning matters, it guides and supervises many major activities of the Commissions and it provides, from the Provincial purse, 50% of the Commissions' budget. Its membership is as wide as its functions: eight different departments of the Government have representation—mostly at the Deputy Minister level.

In its structure a planning commission is a voluntary grouping of adjacent municipalities to whom the prospect of joint planning is at least one stage higher than a necessary evil. Armed with an Order-in-Council which establishes the Commission and agrees to split its budget evenly between its members and the Province, the Commission may proceed to hire its own qualified staff, establish its own offices and assume its responsibilities.

As a statutory authority, the Commission comprises one representative of the Council of each of its member municipalities and an appointed member from each of the several Provincial Departments whose responsibilities are close to the planning function. The Departments of Highways, Agriculture and Education have general representation on Commissions and, in areas where local problems require, other Departments are also represented.

It has been my own experience that the open debate of mutual problems by the urban and rural representatives, together with the guidance of the provincial representatives, brings an awareness of the need of regional planning more rapidly than other lines of communication. The debate, coupled with some powers to implement its own conclusion, can be a powerful force in the quest for regional planning control. Principles of regional planning assume a wider significance when both urban and rural municipalities formulate the policies in a joint body. It would be folly to suggest to this Conference that we have a magical formula which in approved dosage overcomes the numerous problems of establishing regional authority in planning matters. I am sure every commission has experienced great frustrations in the early stages of its development; it is a new experiment in municipal government but I think that the general experience has been one of strengthening regionalism as the Commissions gain experience.

I would like to present some personal feelings on the general aspects of commissions.

Much has been said and written outside of Alberta concerning our legislation and we sometimes feel that, by popular opinion, we have a paradise with the planning authority omnipotent—if that is a qualification for paradise! The important fact that planning is permissive and not a mandatory part of our legislation is sometimes overlooked. The permissive nature of the legislation is both the strength and the weakness of the Commission system. On the credit side, Commission members obviously want to plan or they would not spend their taxpayers' dollars to support the Commission. More important than this, if a municipality wants to plan, it only receives Provincial assistance if it joins a regional planning authority. On the debit side, if a municipality does not want to plan, no coercion is available, however regionally important that municipality may be. There have been, and probably still are, instances of urban municipalities being in Commissions while the surrounding rural areas remain outside, and vice versa. In an area where the agricultural functions—rural production and urban marketing—are the principal base for the regional development, this state of affairs can be a problem.

Another problem, not peculiar to Alberta, is the establishment of Commission boundaries. The only way in which these can be established as part of the municipal structure is on the basis of the administrative boundaries of existing municipalities; regional planning should deal with regions having a geographical or physical identity. The original task of relating this requirement to the administrative boundaries was not an easy one and I am not sure that complete solution has yet been found. As an example, if one of our central cities reinforces and increases its regional importance, the area of its influence may well expand into an area presently under the jurisdiction of another Commission. Can one Commission effectively provide advice for a municipality whose life is controlled to a great extent by an influence completely outside the Commission's sphere of activity?

These comments may be petty—they may also be philosophical; but perhaps a Conference of this nature should be concerned with general philosophy rather than with the minute detail of practical application of legislative provisions.

In our present day atmosphere, regional planning—like motherhood and parks—is a Good Thing. The Alberta legislation has endorsed the principle by production of a machinery which makes it a Workable Thing, and the experience of the Commissions has found it to be an Acceptable Thing. With this combination and the continued awareness that, like communities themselves, we must be constantly revaluating details in the light of the emerging patterns, it is my belief that in its aims, its objectives and its structure, the Province of Alberta, through its District Planning Commissions, can make a valuable contribution to the art or science of Regional Planning.

LEGISLATION AND FINANCE

Syd Clarke,

Director, Oldman River District Planning Commission

Many complimentary (mostly outside the Province) and not so complimentary (mostly inside the Province) comments have been made about the Town and Rural Planning Act in Alberta.

One characteristic is fairly obvious: the Act is both an experimental and functional one from the planners' point of view. I am not suggesting that the Act is perfect; but I will state that in my opinion the enabling legislation in this Province is well-suited to the Albertan settlement pattern of a few clearly defined geographic and economic regions centred around a few urban areas which are truly regional cities: Edmonton, Calgary, Lethbridge, Medicine Hat, Grande Prairie, etc.

So much regional planning legislation fails because it offers so much and fails so miserably in the implementation stage. Regional planning needs a political and social awareness far removed from our present thinking. The District Planning legislation in this Province acknowledges this fact, and offers instead an evolutionary approach based on three main considerations:

1. That the Commissions are essentially co-operatives of municipalities and the provincial government, performing technical planning services at a local level.

2. That, in view of the size of the Province and the variation in local emphasis, each of the Commission's programmes, policies and organizations are different and not just stamped from a master die made and held by the Provincial Government.

J. T. Allston, Director of Urban & Rural Planning for the Province of Newfoundland, and Meyer Brownstone, Deputy Minister of Municipal Affairs for Saskatchewan, who presided at one of the Workshop Sessions on Planning Commissions and Boards.

3. That, in view of the economic suitability of the districts, the rate of progress permissible under the legislation, and the growing awareness of the value of co-operation and liaison amongst government agencies, regional planning in the true sense is, at least, a better possibility here than in most parts of Canada.

It is my opinion that the people of the Province of Alberta will benefit noticeably and dramatically from the operation of the enabling legislation.

The main framework of the legislation is the Act itself, the Provincial Subdivision and Transfer Regulations, and the Regulations governing the organization of the District Planning Commissions.

There is much I could say about the legislation; but the limitation of time allows me to point out only the main features worthy of note:

District Planning Commissions: There are seven of these, each operating out of a regional city. The ease and the convenience of the regional grouping, and the imaginative and generous nature of the Provincial Government financing has brought about this unique and very worthwhile feature of planning in Alberta.

The Subdivision and Transfer Regulations: These, revised in 1960, introduced subdivision control according to land use. Besides the regulations for basic land uses, there is included regulations for land subdivision for country residences, smallholdings, resorts, highway commercial, and for land in the vicinity of highways. This is a great improvement, and is already resulting in a higher standard of subdivision design and a clearer understanding of the purposes both of the developer and of the planning authority.

Interim Development Control: This is probably another hallmark of Alberta's planning legislation, since only Newfoundland and Saskatchewan have followed the Albertan example to some extent. The basic idea is to control development according to the merits of each case prior to the completion and adoption of the general plan, so that development, in the time during which the general plan is being prepared, does not conflict or cause damage to the eventual general plan provisions. The flaw is that a municipality may become satisfied with the system and be in no hurry to prepare a general plan. This has been overcome to some extent in the legislation by a provision allowing the introduction of the general plan in parts.

District Planning: By this, I mean a special type of district planning in effect for the Calgary and Edmonton District Planning Commissions, since they are the only ones on which a municipality of over 50,000 population is represented. The important aspect of this part of the Act is that a district general plan can be adopted by a Commission upon the affirmative vote of 2/3 of the members present and voting upon the resolution. When a district general plan comes into effect, every council shall enact a conforming by-law. However, since there is no sanction for this compulsory by-law provision, it is not clear what would happen if any Council failed to pass by-laws.

The success of the planning in this Province is very much related to the favourable financial situation of each Commission. Adequate money has generally meant adequate and competent staffs. The Provincial Government pays out annually half of a Commission's budget. The other half is contributed by the member municipalities.

It is not possible to operate for less than $20,000.00, and most of the Commissions budgets are in the region of $40,000-$70,000. The budget is divided into operating expenses and expenses for special projects such as specialized technical studies by consultants.

The method of assessment for the money obtained from the member municipalities varies from Commission to Commission. Our own experience was that methods based solely on such factors as equalized assessments, population, population change, and area were found to be inequitable. We finally settled for a weighted formula based on population and population increase over the previous five years. These factors we find are the nearest indications to the normal amount of work that is done for a municipality.

TOOLS OF THE COMMISSION

Roy Balston,
Director, Medicine Hat District Planning Commission

I trust that my observations will follow logically those of Mr. Clarke adding a little to two main aspects of legislation but incidentally touching upon others. The first, "Enabling" Legislation—and as you will have realized this particular 'horse' has been bred of a family peculiar to this Province and is genetically bound by its family breeding characteristics as much as you are with yours. The second topic—"Permissive" Regulations—these establish the pattern and minimum standards which are acceptable to the Province; this animal also displays certain characteristics of breeding peculiar to the Province.

Now, for a moment, I would like to broaden my given subject from The Tools of the Commission to the 'Tools of Society' for after all it is in effect a very small facet of the larger subject. Broadly speaking 'behavior' is governed by two factors, one instinctive and the other intelligent. Personally, I find legislation as a steady diet just a little hard on the digestion and so it helps a little to review it from the standpoint of cumulative social behavior. And while I doubt if there is any direct connection, the basic enabling legislation or "Acts" which are passed at the Provincial level seem to fall, in some measure, into the "instinctive" category. Man—the social animal, expressing his innermost feelings in democratic legislation. If Freudians were not falling into disrepute they could have quite a ball for themselves with that one!!

The "permissive regulations" then fall naturally into the other category of "intelligent behavior". Perhaps we had better qualify that by saying "intelligent" means to an instinctive end!!

To get right back to Alberta—Part IV of the Town and Rural Planning Act which is quite an important part—it comes right after Part III—Miscellaneous. Part IV enables a Commission to prepare and adopt a District General Plan by zoning,

setting priority of development and establishing minimum regulations. It also gives to the Commission certain advisory powers concerning adjustment of municipal boundaries—conservation of natural resources, diversification and dispersal of industry and supply of water and sewerage facilities. Its powers are broad and quite sufficient for the preparation of a Regional Planning Study.

It recognizes that such a Study might well take time to prepare and has an added feature which enables a Commission to bring into effect a Preliminary District Plan—to cover the Interim period during which the District General Plan is in course of preparation. To adopt a Preliminary District Plan requires 28 days' notice of motion to all municipalities and approval by the Provincial Planning Advisory Board. Provision is made for amendments or repeal to the Preliminary District Plan but the onus is on the Municipality to amend any existing Zoning By-law which is at variance with it. As one would expect, the procedure for adoption of the full District General Plan is more complex and includes press notices and a public hearing.

Appeals, including Inter-Municipal Disputes are made to the Provincial Planning Advisory Board, its decision being binding to all parties except on points of law. While the actual legislation is somewhat more involved, I think you will agree that the principles are straightforward, direct and comprehensive.

Other sections of the Act provide for the more usual type of municipal planning and for the operation of development control during the interim period while the Municipal Plan is in course of preparation. The local Council implements this control by passing a series of resolutions dividing the municipality into zones and setting out the uses and development standards required within each zone. An Interim Development Officer or Board is set up with delegated authority to process applications covered by Resolution. Only those uses or areas not covered by Interim Development Resolutions are dealt with directly by the Council. The rather unusual feature of this legislation is that zoning, and, in fact, portions of the proposed Plan, can be introduced and put into operation on a piecemeal basis.

At the other end of the scale the Subdivision and Transfer Regulations (intelligent means to an instinctive end!) apply to the whole Province. The District Planning Commissions administer these Regulations under delegated authority. This 'horse' has been sired by the Surveys and Expropriation Act which I suppose I should read sometime. Title to land in Alberta is valid only by Registration either by Plan or Description. Under the Subdivision and Transfer Regulations, the Registrar may not accept newly created lots or parcels without Planning approval. While a good deal of the day-to-day routine administration within the District Planning Commission is taken up with applications for Subdivision Approval under these Regulations, they provide an effective method of Planning Control. Apart from general requirements, specific standards are laid down for Residential, Commercial, Industrial, and other basic uses. Under exceptional circumstances, if these requirements cannot be met, a Commission may request the Provincial Planning Advisory Board to 'waive' specific sections of the Regulations. Copies of all applications are circulated to local authorities and other agencies allowing a maximum of 30 days for comments before a decision is made.

Of special note is the Community Reserve Section which requires that in all subdivisions over three acres, ten per cent be set aside for school, park and other community purposes. While somewhat controversial, and allowing that the community reserves may not add up to the most effective park system, it does achieve a reasonable area of space for community activities.

The applicant may appeal either the refusal or conditional approval of a District Planning Commission to the Provincial Planning Advisory Board.

In concluding this brief discourse I hope that I have shown that while planning is closely tied with other forms of legislation, it is possible to achieve a very workable and flexible procedure at Provincial, District and local levels of operation.

THE METROPOLITAN AND DISTRICT PLAN

Frank Marlyn,

Director, Edmonton District Planning Commission

The District Plan is a method of dealing with the fact that an urban area in the process of growth has an impact far beyond its boundaries and affecting many municipalities.

A purely municipal or provincial approach has tendencies to be too fragmented or too centralized. The aim of the District approach is to cover a related area large enough to encompass immediate and long-term land use problems, but still small enough to maintain contact with local needs and feelings. In the case of Edmonton, the District plan encompasses an area of some 30 to 40 mile radius from the city. It provides a framework within which each of the municipalities can do their detailed planning with some assurance that the pieces will fit together and that they will not periodically have to undo what they have done.

The method, as has already been touched on, is to provide a body in which the City, the Towns, the rural areas and certain Departments of the Provincial Government can evolve and co-ordinate policies which will best meet the needs of the area.

The Plan concerns itself with the broad pattern of growth in the area—whether this is accommodated by increased density at the centre, by peripheral expansion, or decentralization to District or New Towns.

It considers such factors as: The nature of the area in terms of soil and contour; major utilities; metropolitan traffic and transit; the direction and extent of urban expansion; air and water pollution; district recreational development; River Valley policy; development along highways; rural land use and changes in rural land use as they affect the rural municipality and as they affect urban growth; and so on.

Some of these factors are of immediate relevance, some of long-term significance. All, beyond their effect on private development, require co-ordinated decisions of many municipalities and departments and levels of government.

The District Plan is a synthesis of these various needs and viewpoints, a broad guide for integrated development in terms of its effect on municipal economy, incentive to private development, and quality of the environment.

The procedure in the preparation of the Plan can be simply summarized. There is:

(a) Research and study and survey stage.
(b) Formulation of general policies and objectives.
(c) Discussion and agreement on policies and objectives by the municipalities.
(d) Implementation of a Plan.
(e) Periodic review of the Plan.

If I may draw on the experience of the Edmonton District, with which I am most familiar, I can comment on some of these stages. Some studies considered to be essential and which have been undertaken include: Economic Base Study; urban population projection; land needs for urban expansion; District water supply; rural land use and soils and rural communities; land use along highways; District and New Town Studies; resort and recreation Surveys, and so on.

The current Edmonton Metropolitan Traffic, Transit and Parking Study may illustrate some aspects of the scope and procedure of this kind of study within a District framework.

This is one of the essential regional studies in the preparation of the District Plan. Considering present traffic movements and estimating future development, an area of some 25-mile radius around Edmonton forms a reasonable boundary for the study. Involved are the City of Edmonton, the Town of Jasper Place, four rural municipalities, six District Towns, and the Department of Highways. Essential planning decisions of all these bodies are dependent on some over all transportation plan and concept. Their decisions are related and interdependent. Because these departments and municipalities are all members of the Commission, the study and the planning for this interrelated area become a process of government for which an adequate organization exists.

The spatial extent of the study is felt to be important because so often urban problems overrun the administrative boundaries or the boundaries of the studies. The wider approach may enable use by foresight to anticipate needs, rather than by desperate measures to remedy error.

I cannot, with the time at my disposal, elaborate on this field of study and research, but the fact that the Province, the City, the Towns and the rural areas should consider a two-year transportation study over this broad area, and involving some $180,000, expenditure as essential, is indicative of a belief that study and research contain some of the ingredients necessary for long-term municipal economy and efficiency.

In considering this matter of preparing a District Plan, in the Edmonton area, although many parts of the Plan are well advanced, two parts have been implemented and tested: the Metropolitan Part and the Highway Commercial Zoning Section. These are areas of most immediate pressures and needs.

Since the Metropolitan Part of the District Plan has been in force some five years, it may be of interest to examine our experience. It should be made clear that, although the Metropolitan Part may be implemented separately, it is considered within the District framework, since the decentralization of heavy industry, airport and institutional uses has caused substantial growth in the District Towns of Fort Saskatchewan, Leduc and St. Albert, and they have become a significant factor in urban growth, utility network and traffic movement in the area. Moreover, the urban expansion has caused pressures for rural subdivision and development well beyond the Metropolitan area. To return to the Metropolitan Part of the Plan, this concerns itself mainly with those matters in which what one municipality may do will have a significant effect on the adjoining municipality or on the total area. This may include such matters as:

(a) the compatibility of land use in adjoining municipalities;
(b) the co-ordination of major roads as they pass through these municipalities, and the co-ordination of the system of utilities;
(c) the location and areas of expansion for those heavy industries in which air pollution and water access is a major factor;
(d) the rational location of smallholdings and country estate developments in rural areas in relation to areas of future urban expansion and the rural economy;
(e) the prevention of scattered urban development on the perimeter which is costly in terms of services and wasteful in terms of land;
(f) the avoidance of subdivision far in excess of current or estimated needs;
(g) the avoidance of situations where subdivisions on the perimeter of the City evolve into separate towns and cities which require periodic mergers and complicated administrative arrangements;
(h) because in our area the River Valley is so distinct and important an element, the formulation of some common policy and plan by all the municipalities affected becomes another matter of District concern.

Time permitting, I could expand this list of matters of metropolitan concern, but those I have given will suffice to illustrate.

The Metropolitan Part of the District Plan, as it has evolved in this area, is a statement of policy on which the municipalities within the Commission have agreed. It establishes a pattern, and direction and extent for growth, in terms of land use, roads, utilities and municipal boundaries, etc. Having accepted the Plan, the municipalities must make no decisions at variance with it. An amendment requires the adopting by the Commission and the approval of the Provincial Planning Advisory Board.

The zoning part of the Plan consists of seven zones and a schedule of permitted uses. The zones are: General Urban; Agricultural-General Urban Reserve; General Industrial; Smallholding; Country Estate; Metropolitan Recreational; Low Density Agricultural. This Metropolitan zoning, together with the more detailed municipal zoning within this framework, has proved reasonably workable.

In the five years the Plan has been in force, it has gone a considerable way in coping with some of the problems I have previously mentioned.

In this area, where there has been some 100,000 population increase every seven years, conflicts between municipalities on questions of land use planning have been rare; there has been little scatter of urban development; areas for future urban expansion have remained relatively uncomplicated. There has been no proliferation of towns and cities on the edge of the built-up area so that the long-term administrative arrangements for the area, which are now under consideration, have not been unduly complicated. In conjunction with the Provincial Sanitary Engineer, problems on air pollution have been kept within reasonable limits. More detailed proposals for the long-term development for the River Valley are emerging.

The Whitemud Valley has been reserved as a major metropolitan park, towns beyond the metropolitan area such as Devon and Fort Saskatchewan have developed major parks in the valley, and the Metropolitan Traffic Study recognizes the valley as a major element in the Plan and the development of a scenic road system linking the various valley park developments is a long-term objective.

Without elaborating on all the varied aspects of the Plan, it has proved useful and workable. It has also enabled a wide variety of day-to-day decisions to be made within the Metropolitan area, with some assurance that they fit into some overall concept and can be related to future development; also, the Plan, together with the more detailed municipal zoning and planning, has resulted in a perceptible improvement in quality in the perimeter areas. The more orderly sequence of development has no doubt had a beneficial effect on municipal finance.

A further value has been that, in the process of the studies and the formation of policies, the municipalities in the Commission have developed an insight into the complex and related nature of metropolitan development and of each other's problems and viewpoints.

The regional approach has been accepted as a necessary adjunct to municipal administration if a certain level of problems are to be solved rationally and economically.

The Commission has evolved and changed from a purely advisory body because the municipalities have felt that new tasks should be assigned to it, and similarly, the Metropolitan Plan has changed and evolved, as there has been a greater insight into the nature of the area and as new factors have been introduced, but the concept of a regional approach has not altered.

There are differences of opinion within Canada as to the definition and nature of regional planning and this may arise from two factors: that, unlike City planning, the amount of work done in the field is not such that approach and methods have become routine or rigid; some of the work is exploratory. Secondly, it is in the nature of a regional approach that methods and proposals will differ as the nature of the regions differ; this is a strength and not a weakness of regional planning.

In concluding, I would like to say that after ten years of work in District Planning, I am still convinced it is a useful concept and in terms of long-term development it will prove to be a necessary one.

MAIN HIGHWAYS AND RURAL ROUTES

Denis Cole,

Director, Red Deer District Planning Commission

We have been asked to speak not so much of our concrete achievements but rather of what we can accomplish through our present organization of regional planning and what progress we are making.

My topic is Main Highways and Rural Routes and like my colleagues it is most difficult to know what fundamentals to cover in six minutes.

Dealing first with main highways it might be noted that in our Commission area there are 427 miles of provincial highway.

While location, construction, maintenance and access control of all provincial highways are the exclusive responsibility of the Highways Department, subdivision control is administered by the Commission, and building standards and zoning are administered by the individual municipalities. This control, at three levels, necessitates close liaison, and the Commission is becoming increasingly involved in interpreting provincial highway policies to its member municipalities and municipal considerations to the Department.

It should be noted at this point that all provincial highways are designated as limited access highways and all new access points are subject to Highway approval. It follows, therefore, that before any subdivision or development can be approved the question of access must be resolved with the Highways Department.

The Provincial Subdivision Regulations generally prohibit subdivision adjacent to highways for any use other than "Highway Commercial". For Highway Commercial purposes the site must meet—inter alia—the following requirements:

1. It must not exceed 1000 feet in length.
2. It must be a minimum of eight miles from the nearest commercial development of the same side of the route.
3. It must be a minimum of five miles from any city, town or village.
4. It must be a minimum of half a mile from any intersection of two highways.
5. The 66 foot service road between access points must be provided by the owner.

These regulations assure a minimum of spacing, the protection of highways from strip development near urban centres, and the preservation of open land where future grade separations may be required.

One point which I must mention is that you will observe, when travelling on Alberta highways, the absence of billboards which have been prohibited within 2000 feet of any provincial highway for many years.

While there are many fascinating avenues to explore and discuss in respect of highway location, development control and so on, I believe the main point to emphasize is a very close co-operation which is now growing between the planning authorities and the provincial, commission and municipal level on the one hand and the Highways Department on the other. This

has not always been the case. The fact that the Highways Department has appointed a representative on each Commission, the Edmonton Metropolitan routes and traffic study, our own rural roads investigations, all indicate the growing awareness of both planners and highway officials that the work of each will be most effective when it takes full account of the work and plans of the other.

I now come to the Cinderella of all road systems—the rural road network. In the limited time at my disposal I propose to give you some statistics to show how vital is the need for regional co-ordination of policies and standards in this regard.

The area which we are studying comprises our Commission area plus the County of Lacombe (which had to be included in the study although it is not yet a member). In that area of nearly 8,000 square miles there are more than 9,000 miles of registered roads (twice the length of the Trans-Canada Highway) and most of this mileage has now been improved. This road system has to be built and maintained by the rural population comprising about 43,000 people together with the provincial road grants.

We have ascertained that, in one county alone, the school busses travel 4,000 miles a day, which works out to about 800,000 miles a year. On this basis the total mileage the school busses travel in our study area is nearly 4 million miles a year or 160 orbits of the earth. The Russians have got nothing on our school busses!

The 12,000 families who maintain this road system are spending, through the five councils concerned, over 2 million dollars a year on construction and maintenance of these roads, i.e. over the next ten years some 20 million dollars will be spent on rural roads in this area.

Our studies have shown that the standards of roads differ in each municipality or county, and also in different parts of each county. We find that there is no classification of roads according to traffic needs or expectation, and no co-ordination of market routes between adjacent municipalities. Through our Commission, we are proposing a co-ordinated system of market roads throughout the entire region which would be built to common standards, capable of being paved with priorities allowed. We shall be recommending that a specific proportion of each municipality's road budget be allocated to the construction and maintenance of these market roads.

Working with us on these studies are, of course, all the sixteen urban and rural municipalities which comprise the Commission, together with the Highways Department representative on the Commission. Consultations are also being carried on with the Highways Department officials in Edmonton.

One thing that our preliminary studies have indicated, if nothing else, is the need for regional organization and regional planning. It is in matters such as this that the limitations of municipal planning become most obvious.

I would say that in Alberta we have the regional organization, the enabling legislation, and adequate financial assistance for professional advice and guidance, and if all is not yet perfect, it is because *we* are not yet perfect! We hope and believe, however, that each year we are making better use of the tools at our command and at the same time are seeking to improve these tools.

RURAL ASPECTS

A. R. Smith,

Director, Calgary District Planning Commission

In the Calgary District Planning area we believe that we have an urban-rural relationship which, in degree, and having in mind the size of the central city, is perhaps unique to the Dominion of Canada, and possibly even to the Continent of North America: *We have no urban fringe in the accepted concept of a fringe.* True, there are two small towns contiguous to the City, but these are compactly built up, have sewer and water, are installing other municipal improvements, and require that new subdivisions be pre-serviced to good standards. There is some close-in country home development, but this is on large parcels, and all construction must meet Building and Sanitation Codes.

Our rural towns and villages are developing in the same manner, that is, with controlled development, with varying degrees of prepaid services, and with national building construction standards or better.

In this programme, the rural municipalities are most forceful partners. They believe that urban development should take place within urban boundaries, and that, wherever necessary, urban boundaries should be expanded to provide space. They do not resist annexation for this purpose, and the result, for example, is "growing" room for the City of Calgary which now has 175 square miles within its limits.

Outside urban boundaries, the Municipalities require minimum parcel sizes of 20 acres. They limit the number of parcels created at any one time, and require that these parcels be used before any more are made. They recognize that industry is part of the urban pattern, and accordingly their zoning by-laws direct industry into the towns. Of course they make an exception for natural resource extractive industries which may be suitably located in rural areas.

You might well ask several questions: How has this approach been achieved? How well does it work? How long will it continue to work?

In brief reply, and without going into detail, I can only suggest that local geographic and cultural factors have resulted, in the first place, in a tendency toward compact urban development. In the second place, these same factors have intensified the need for a high level of urban services, and have made those services very costly to provide. Thus it is, that high cost civic development programmes, combined with rapid expansion, have made development controls most attractive to the urban municipalities.

In contrast to this, is the purely rural case where we find a very low population density conducting a type of agriculture which requires increasingly large farm units. To the rural municipalities, the possibility of entertaining an old-fashioned land subdivision boom brings nightmare reminders of a financial experience which was disastrous to past rural municipal econo-

mies. The natural re-action today has been one of self-preservation. This has taken the form of opposition to the unrestricted intrusion of urban uses into the rural scene.

In this combined picture we find the seeds of the joint municipal action, or approach, described to you. For the past ten years this co-operative effort in the Calgary District Planning Area has been intent upon achieving general public acceptance and understanding of the divergent needs of town and country—that is, in forcing a separation between the two widely contrasting means and purposes of development, and in establishing the principles of both urban and rural municipal rights to direct within their respective territories the manner and direction of appropriate development.

In the urban sense this acceptance has been more quickly achieved, while in the rural sense acceptance has been slower, not so much by the purely farm resident, but more particularly by the city man who has turned into a speculator or weekend farmer and who, having found his country utopia, wants to bring the city with him.

This has been the first phase. During it the approach has worked well; it has provided time for experience and observation. And how long will this extreme separation of town and country continue to work? Well, the indications are that we are at the end of our first phase, and are now in a period of re-appraisal and planning for the next.

All our municipalities realize that a planning programme must be adaptable to changing times and pressures. In this connection, the magical growth of the urban population, particularly in Calgary, is now exerting pressures which cannot be contained indefinitely by the 20-acre method of restriction. Already, in excess of 1,400 acres per year are being pre-empted to provide a few country home sites. To meet this challenge, the municipalities must divert attention from the good, cultivated lands; to the hilly, treed, scenic, low-production lands convenient to the City.

This diversionary work is well in hand. Land analyses have been made and research completed. Convenient areas are being delineated which will allow country residential living at reasonable densities in protected rural atmospheres. A type of development is envisaged which will not only be harmonious with rural principles of land use and conservation but also compatible with the rural social and economic structure of our region.

Other demands have also become evident. The pressures for recreational land are burgeoning a hundredfold over the demands of two years ago.

Recreational uses in our regional sense fall within three general types: The National Parks and Forest Conservation areas which are only 70 miles away and are administered by Federal and Provincial Authorities; summer cottage development; daily picnicking and open recreational development.

In the Calgary area there is a shortage of suitable open water. As a consequence, almost any stream, or river, or irrigation ditch, is a potential weekend resort in the eyes of the promoter.

However, the Municipalities feel that there must be a distance, or isolation factor, introduced into the selection of suitable locations. Otherwise it becomes immediately apparent that small residential lots could be created almost anywhere in the rural district under the guise of being summer cottage sites. For example, you can imagine that residential settlements would sprout up only a mile or so up or downstream from any town or city on a small river.

For this reason, the rivers are being divided into two general categories. Firstly, in their upper, more remote reaches, into a recreational category permitting a habitational use, but with a maximum population density and size of settlement, in an effort to encourage only temporary weekend cottage residence. And secondly, in their lower reaches which are accessible to urban centres, into a recreational category which encourages daily uses. These would include general picnicking, the development of artificial swimming beaches, and general amusement parks.

The foregong outlines the approach which is being taken in developing a rural land use pattern, for the second phase. Obviously the programme is dictated by pressures arising from the urban, and not from the rural group. It is a programme aimed at achieving a reasonable and orderly pattern of urban penetration into the rural areas, with as little disruption as possible to the recipient rural scene.

The successful outcome or failure of this approach to the second phase is beyond the range of our crystal ball. The main thing is that the Calgary Planning District as a whole—rural and urban members working as a unit—have recognized that they must meet the coming regional development problem. This they are doing.

They do not expect that today's answer will be the final one, because of continually changing conditions. However, they do believe that the results will be reasonable and orderly, and will contain advantages to the economy, convenience and enjoyment of the whole region.

OVER ALL REGIONAL ASPECTS

Len Milne,

Director, Peace River District Planning Commission

I would like first of all to congratulate those responsible for the theme of this conference: *People, Politics and Planning,* because, with one exception, I believe that is the correct order of priority. My one exception is that I would have incorporated another "P", "P" for prayer, at the beginning.

I am primarily concerned with regional planning, and of course it is necessary to know what we mean by this. Of all the definitions that are bandied about by experts from time to time, I have yet to come across a better definition than that contained in the Encyclopedia Britannica (which originated in Scotland in 1768, as so many good things do of course)! The Encyclopedia Britannica states that a regional plan, if it is really a plan and not a description, deals not only with a geographic area, but with a force or "flow" or group of activities taking place within it. This flow may consist of water or electricity or commodities like lumber, wheat, dairy produce,

manufactured articles—some product required for human sustenance. The flow may also be that of population; this includes industrial plant and social institutions—schools, libraries, churches, colleges, museums, hospitals—in short, the flow of civilization. We usually regard these things as static; actually, they are always in motion—improving, deteriorating, changing their position, if not from year to year, then from decade to decade. Regional planning would direct and modify these changes to the advantage of the whole community, instead of simply letting them happen. A comprehensive regional plan involves not merely the forces of man's industrial life, but his cultural activities as well, for plans that concern themselves solely with the means of life are in danger of defeating man's cultural activities which express his aims or objectives.

In contrast to the view of industrial production almost universally accepted during the 19th century, regional planning recognizes that the means must be subordinate to the ends. Thus, in utilizing sites along a river, the regional planner may reserve for recreation a spot that would ordinarily be dedicated to heavy manufacturing, or between two possible types of industry, he may select that which has a higher civilization value.

As an enthusiastic amateur actor, it is necessary for me to be a keen student of human beings and their behavior. In attempting to portray another person, I must of necessity probe to the depths of his being to understand his feelings and emotions, his frustrations with the petty restrictions of life.

This type of hobby is most interesting and useful, particularly to planners, because, I venture to suggest, it assists them in a more human approach in their dealings with the general public. This, as you will appreciate, touches on the subject of public relations. I may create consternation in the ranks of planners when I say that we have a wonderful service to offer humanity and therefore I believe that we must be salesmen first and planners second. I might also add that I am not at all impressed with our sales force. One of our strong points should be that we plan *with* people and not for people.

We in Alberta are greatly indebted to the planning legislators of not so very long ago, from whose ideas there is evolving a most democratic system of regional planning. We are still in the very early stages, and there are many political battles yet to be fought. It is often remarked that a house is not sufficient unto itself, that it must dovetail with the community. It is also true that the community must dovetail with its metropolitan or other area. The area must dovetail with the region and the region, in turn, must dovetail with national plans and policies. The Peace River Country is a region and is the most promising in the whole of Canada. Unfortunately, the Peace River Planning District is only a part of the total region. There is a political boundary between the Alberta Block of the region and the British Columbia Block of the region. The questions arise: Should there be a regional planning commission? Do we redraw the political boundaries or do we co-operatively ignore them?

Another problem is that the Federal Government, on the one hand, indicates that the vast north country should be opened up, but on the other hand, through their agents, Central Mortgage and Housing Corporation, they are effectively retarding the rapid development of the country north of the 55th parallel. The country can only be opened up by people. People require homes, and I suggest that the housing finance policies based on experience in the narrow developed strip of Canada adjacent to the U.S.A. are not adequate for the north country and should be revised.

It is essential that very strong leadership and guidance be given by the Provincial and Federal Government if regional planning, in the true sense, is to be achieved. Give the supra-council of councils, that is, the regional commissions, the tools, and they will get on with the job. Otherwise, Canada's regions will develop in the same chaotic manner as that which is occurring in the so-called Golden Horseshoe of Ontario between Toronto and St. Catharines—a good example of lack of leadership, guidance and concern.

Planners are sometimes very proud of the exhaustive studies and basic research which they carry out. I contend that it is very seldom that the most basic study of all is considered, and in that connection I refer to the finest master plan of all times, the best blueprint for living ever produced, with some amendments of my own: "Except God builds the house, or the City or the Region or the Country, they labour in vain that build it".

In closing I would say that a little good will on all sides will achieve more than enforcement of outdated regulations.

Denis Cole, Director of the Red Deer District Planning Commission and former Vice-President of CPAC addressing the Plenary Session at the close of the Conference. At the left is William M. Nicholls, Executive Director of the Council of Community Services of Edmonton and District. To the right is F. Joseph Cornish, Q.C., National President of CPAC.

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planning vacancies

METROPOLITAN TORONTO PLANNING BOARD

Principal Planner (Land Use) $8,500-$10,500

Assistant to Director of Land Use Division. Preparation of major planning reports and liaison with larger municipalities in Metropolitan Toronto Planning Area. Degree in city planning or membership in Town Planning Institute of Canada plus four years responsible planning experience. Proven report writing ability.

Principal Planner (Research) $8,500-$10,500

Assistant to Director of Research Division. Conducting comprehensive programme of urban research and preparing major reports for publication.

M.A. in economics, sociology, planning or related fields plus four years responsible research experience, or equivalent experience and training. Proven report writing ability.

Apply: 790 Bay Street, Toronto 2, Ont.

THE CORPORATION OF THE CITY OF WINDSOR

Planner

Degree in planning or equivalent planning experience required. Immediate opening in recently reorganized department. Salary range $5,652-$6,689 per year. Fringe benefits, hospital and medical plan, pension, group life coverage, vacation, sick leave.

Apply sending resumé to: Personnel Director, Room 304, City Hall, Windsor, Ontario.

PROVINCE OF ALBERTA

Two Planning Officers II

The Town & Rural Planning Branch of the Province of Alberta has two further vacancies for Planning Officer II's in its planning team.

Duties: To be responsible for all planning work in a given area of the Province (operating out of Edmonton as base), carrying out or supervising all the necessary surveys, studies, inspections etc., to prepare and advise on the implementation of all town, rural, and regional plans, and detailed schemes within them.

Qualifications: A degree in Planning, or a degree in Architecture, Engineering, or Economics, with some post-graduate training in planning. Associate member of the Town Planning Institute of Canada or equivalent. At least twelve months experience in a planning office in a responsible position.

Salary: Grade 28 of the Provincial Classification and Pay Plan. Starting salary at $6,540 rising to $8,220 by five annual increments of $300 subject to satisfactory performance. Entrance into scale depends on qualifications and experience and academic record. Liberal pension plan, sick leave, and annual holidays with full pay.

Successful applicants will have ample opportunity to travel extensively in the Province, with liberal travel allowances, not subject to income tax.

Reply to: Mr. F. D. Betts, Director of Personnel, Terrace Building, Edmonton, Alta. for official application forms, OR to: Mr. Noel Dant, Director of Town & Rural Planning, 212 Municipal Affairs Building, Edmonton, Alta. for further information.

Competition Closes: January 31, 1963.

Photo Credits: Unless otherwise noted, all photographs in this issue were taken by Mr. D. Ranson, commercial photographer, Edmonton.

We have a date:

SEPTEMBER 29 - OCTOBER 2

NATIONAL PLANNING CONFERENCE

Chateau Frontenac Hotel, Quebec City

Nous avons rendez-vous:

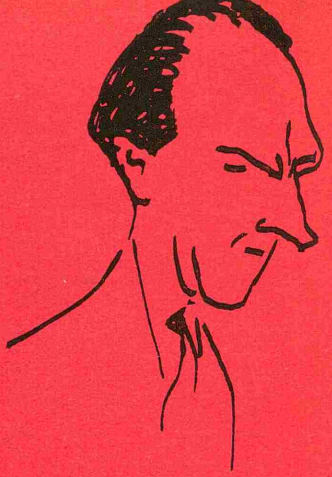
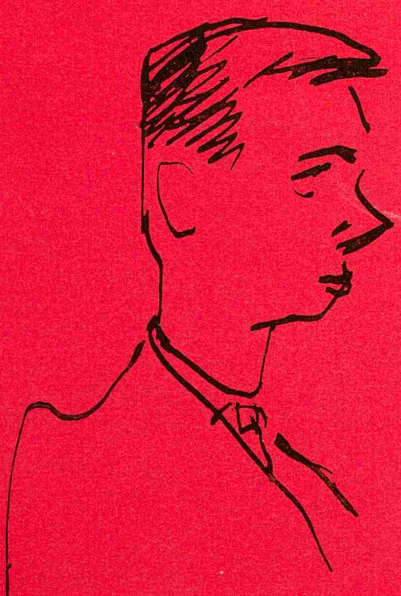
DU 29 SEPTEMBRE AU 2 OCTOBRE

LA CONFÉRENCE NATIONAL D'URBANISME

à l'hôtel Chateau Frontenac, Québec, P.Q.

COVER NOTES

Some Conference Personalities—as seen by Harry Mayerovitch. Reading roughly from left to right:

Front Cover—Maj.-Gen. M. L. Brennan, National Director
Jacques Simard, Immediate Past President
Prof. R. Graham Murray, Q.C., Vice-President
Mayor S. L. Buckwold, keynote speaker
R. Balston, Director, Medicine Hat District Planning Commission
W. E. Graham, City Planner & Building Director, Saskatoon

Back Cover—Tom McDonald, Executive Director, B.C. Division
Wazir Dyal, CMHC Branch Architect, Edmonton
F. Marlyn, Director, Edmonton District Planning Commission
L. Milne, Director, Peace River District Planning Commission
Gordon Black, Councillor-at-large, Halifax
F. Gerald Ridge, Chairman, Metropolitan Toronto Branch, CPAC
S. J. Clarke, Director, Oldman River District Planning Commission
Denis Cole, Director, Red Deer District Planning Commission